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ABSTRACT

Intended for federal policymakers, this study examined four aspects of the Chapter 1 migrant education program: program administration, program services, students served, and program expenditures. Case studies were conducted in California, Florida, Illinois, Massachusetts, Oregon, and Texas between November 1986 and March 1987. State agencies and 10 project sites were visited in the 6 states. Study questions posed by the United States Department of Education were investigated. Some of the findings were that: some sites, even those with large migrant populations, chose not to participate in the program; most control over program decisions was at the local, not state, level; local initiative was the only source for inter- and intra-state coordination; project funds were generally allocated on a per pupil basis; and, different administrative models were used in the six states. Further, most resources and efforts were devoted to instructional assistance for students; various services were offered; eligible students were selected to receive services according to their needs; staff believed that children were present for more of the school year than was the case in previous years; and, salaries accounted for the largest proportion of program expenditures at the local level. Samples of documents used to report data are included. (JMM)

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CASE STUDIES OF THE MIGRANT EDUCATION PROGRAM

Ellen L. Marks

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This report is made pursuant to contract number 300-85-0103. Policy Studies Associates' Data Analysis Support Center (DASC) performed the research for the Planning and Evaluation Service, Office of Planning, Budget, and Evaluation, U.S. Department of Education. The DASC provides support services in the form of background information for the work of ED staff as they assess (1) the effects of federal actions on state and local operations, (2) methods for improving intergovernmental relations, and (3) the effectiveness of federal programs in serving national priority groups.

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CASE STUDIES OF THE MIGRANT EDUCATION PROGRAM

Ellen L. Marks

July 1987

Data Analysis Support Center
Contract No. 300-85-0103

Prepared for

U.S. Department of Education
Office of Planning, Budget, and Evaluation
Planning and Evaluation Service

SUMMARY

BACKGROUND

The Chapter 1 Migrant Education Program, authorized by Sec. 554(a) of the Education Consolidation and Improvement Act, provides funds to state educational agencies (SEAs) for "programs and projects . . . which are designed to meet the special educational needs of migratory children of migratory agricultural workers or of migratory fishermen . . . " (Sec. 142). The migrant education program is designated as a "state agency" program, unlike the Chapter 1 basic grants program that provides grants to local educational agencies.

The migrant education program may be operated by the SEA directly, through subgrants to local educational agencies, or through arrangements with public or nonprofit private agencies. States and their subgrantees—known as operating agencies—use migrant education funds for remedial instruction in reading, language arts, and mathematics; bilingual or English as a second language (ESL) services; programs for gifted and talented students; guidance and counseling; health services; and emergency student needs.

STUDY PURPOSES

This study was conducted by Policy Studies Associates' Data Analysis Support Center (DASC) for the Planning and Evaluation Service of the U.S. Department of Education (ED). It is intended for an audience of federal policymakers. The study examined four aspects of the Chapter 1 migrant education program: program administration, program services, students served, and program expenditures. ED specified questions to be addressed within each of the four areas.

STUDY METHODS

The study's primary data base consists of case studies conducted in six states—California, Florida, Illinois, Massachusetts, Oregon, and Texas. Between November 1986 and March 1987 we visited state agencies and 10 project sites within the six states. The study also obtained background information from existing ED records and previous studies.

FINDINGS—PROGRAM ADMINISTRATION

- In most of the sites we visited, projects apply to the SEA for migrant education funds. In a few cases, state or regional agencies encourage a site to participate but some sites, even those with large migrant populations, choose not to participate.

- Even though the statute identifies the Chapter 1 migrant program as a state-administered program, most control over program decisions is at the local, not state, level. SEA activities generally center on the review and approval of local decisions, although some SEAs establish guidelines in specific programmatic areas.

- Local initiative is often the only source for inter- and intrastate coordination.

- Project funds are generally allocated on a per pupil basis.

- Different models for program administration are used in the six states. At times, different models are found within the same state. The following are examples: (1) SEA supervises, regional office administers; (2) SEA assigns few SEA staff, obtains help from a nonproject operating agency; and (3) SEA administers, regional office provides technical assistance.

FINDINGS—PROGRAM SERVICES

- The project sites we visited devote most of their resources and effort under the migrant education program to instructional assistance for students.

- Projects deliver instructional services through various designs, including pullouts, in-class tutoring, replacement models, after-school tutoring, Saturday programs, and summer school.

- Other services include guidance and counseling, health screenings, medical and dental treatment, transportation, employment, and clothing.

- Services for migrant students often parallel services provided by Chapter 1 basic grants and other special programs except in the areas of support services, language programs, and summer school.

- Teachers report that they are more likely to use district records --or their own opinions--than information from the Migrant Student Records Transfer System (MSRTS) for determining students' instructional background and needs.

- When used by district staff, MSRTS records provide information regarding elementary students' medical histories, secondary students' credit accrual, and students' educational experiences that reinforce teacher judgment.

- State staff noted the usefulness of MSRTS for formula allocations.

FINDINGS--STUDENTS SERVED

- While project staff are aware of the statutory priorities distinguishing currently from formerly migratory students,[1] eligible students are selected to receive services mainly according to their needs.

- Project staff believe that children are present for more of the school year than was the case in past years; a number of the currently migratory students move only during summer months.

- Local and state staff believe that migrant students and Chapter 1 students have similar needs, except that migrant students exhibit greater need for information-sharing across schools, support services, and ESL instruction/oral language development.

- Some students served by the migrant education program also receive services from other special programs, including Chapter 1, state compensatory education, special education, and state or federal bilingual and ESL programs.

FINDINGS--PROGRAM EXPENDITURES

- Teachers' or teacher aides' salaries account for the largest portion of program expenditures at the local level. Program expenditures for support services are uniformly a small percentage of a project's grant. Other types of project staff supported by migrant education funds include home-school liaison personnel, monitors, and MSRTS clerks.

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[1]The law requires that students be served--according to their needs--in the following order: (1) school-aged currently migratory children, (2) school-aged formerly migratory children, (3) preschool currently migratory children, and (4) preschool formerly migratory children.

- State applications underreport the amount of program expenditures used for state administration of the migrant education program.

- Program costs for identification and recruitment actually pay for recertification of previously identified children.

FINDINGS—DATA AVAILABLE ON MIGRANT CHILDREN

- With rare exceptions, no student-specific data are available at the state level.

- MSRTS records are a good source for some data, such as the child's date of birth, sex, age, and last qualifying move.

- MSRTS records are not complete for many other data elements, such as migrant instructional services received, language ability, services provided from other special programs, and achievement test scores.

- Child-level information is not easily accessed at the local level. A student's cumulative file was the most useful data source for this study. It is labor intensive and time consuming to obtain cumulative files because they are maintained at the school, not district, level.

ACKNOWLEDGMENTS

This study of the migrant education program was possible because of the assistance and cooperation of many individuals. In particular, I thank the project officer, James English of ED's Planning and Evaluation Service, and Dustin Wilson from ED's Office of Migrant Education, both of whom provided guidance and direction throughout the study.

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I deeply appreciate their contributions. I alone, however, am responsible for any errors of fact or interpretation.

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I. INTRODUCTION

Enacted in November 1966, P.L. 89-750 amended Title I of the Elementary and Secondary Education Act (ESEA) of 1965 to authorize a program of services for migratory children of migratory agricultural workers. Subsequent legislation added the children of migratory fishers as beneficiaries. Congress recognized that migrant children were disadvantaged because, in addition to their low-income backgrounds, they faced several unique conditions:[1]

- They had a high incidence of mobility.
- School districts viewed them as nonresident children, and therefore did not consider their education to be a local responsibility.
- The regular school year with a specified number of days and sequential curricula did not accommodate the time periods that migrant children were present for instruction.
- In moving from district to district and from state to state, migrant children experienced instructional discontinuity.
- Neither academic records nor health information for mobile migrant children were systematically transferred across districts. No means existed for accruing secondary school credit.
- Because the agricultural cycle is unpredictable, money and subsequent services needed to follow migrant children as their families moved along routes that varied from one year to the next.

One leading authority described the life of the migrant family, with special reference to education, as follows:[2]

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[1]Joseph P. Bertoglio, "Current Strengths in Chapter 1 and Approaches to Resolving Persistent Problems," in A Compilation of Papers on the Twentieth Anniversary of the Elementary and Secondary Education Act of 1965, Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor, United States House of Representatives, Serial No. 99-D, August 1985, pp. 93-94.

[2]Robert Coles, Migrants, Sharecroppers, Mountaineers, Little Brown, Boston, 1971, p. 65.

> [One] mother mentions schools, not a school, not two or three, but "those schools" . . . her children have attended . . . in Florida, Virginia, Delaware, New York, New Jersey, and Connecticut. She may not list those states very easily or confidently, but she knows they exist, and she knows she visits them, among others, every year, and she knows that upon occasion her daughter and her sons have gone to elementary schools in those states, and stayed in those schools maybe a few weeks, maybe only a few days, then moved on—to another school, or to no school "for a while" . . . [The author reviewed school attendance for the children of ten families and found] that each child put in, on the average, about a week and a half of school, that is, eight days, during the month. Often the children had colds, stomach-aches, asthma, skin infections, and anemia, and so had to stay home "to rest." Often the children lacked clothes, and so had to await their "turn" to put on the shoes and socks and pants or dresses that were, in fact, shared by, say, three or four children. Often the parents had no real confidence in the value of education, at least the kind they knew their children had to get, in view of the nature of the migrant life, and in view, for that matter, of the demands put upon the migrant farmer who lives that kind of life.

The migrant education program, currently authorized under Chapter 1 of the Education Consolidation and Improvement Act (ECIA),[3] provides funds to state educational agencies (SEAs) for "programs and projects . . . which are designed to meet the special educational needs of migratory children of migratory agricultural workers or of migratory fishermen, and to coordinate such programs and projects with similar programs and projects in other states, including the transmittal of pertinent information with respect to school records of such children" (Sec. 142). The migrant education program is designated as a "state agency" program, unlike the Chapter 1 basic grants program that provides grants to local educational agencies.

Congress appropriated $272 million for the migrant education program for spending during the 1985-86 school year, which includes the summer of

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[3]ECIA Chapter 1 replaced ESEA Title I upon its enactment in 1981 (P.L. 97-35, August 13, 1981; amended by P.L. 98-211, December 8, 1983). Chapter 1 did not substantially alter the existing program of grants to states for migrant education.

1986 (Table 1).[4] Of these funds, $257 million were awarded as grants to states under the Sec. 141 program (the nomenclature, which is still widely used, refers to the program's initial designation under ESEA).[5] Grants to states are allocated on the basis of the number of their eligible full-time equivalent (FTE) migrant children aged 5 through 17, adjusted for the costs of running summer programs.[6] Individual state grants ranged from $42,000 to $74 million (Table 2).

Table 1

Migrant Education Program Funds for 1985-86 Expenditure

Grants to states (Sec. 141)	$257,458,400
Migrant Student Record Transfer System (MSRTS)[7]	4,516,156
Grants and contracts for inter- and intrastate coordination (excluding MSRTS)	2,080,666
High School Equivalency Program	6,300,000
College Assistance to Migrants Program	1,200,000
Total	$272,024,000

[4]Because the program is forward-funded, the amounts shown were appropriated as part of the fiscal year 1985 budget.

[5]Other programs listed in Table 1 are discussed in Nancy E. Adelman and Christene P. Cleland, "Descriptive Study of the Migrant Education Section 143 Interstate and Intrastate Coordination Program," Policy Studies Associates, Washington, D.C., March 1987; and Robert Lyke, "The College Assistance Migrant Program and the Migrant High School Equivalency Program," Congressional Research Service, Library of Congress, Washington, D.C., June 27, 1986.

[6]Numbers of migratory children are determined from data maintained through the Migrant Student Record Transfer System, which contains the date(s) on which a migrant child takes up residency in a given district(s). The allocation process uses the FTE number, rather than the absolute number of migratory children, to accommodate the movement of eligible children.

[7]The Migrant Student Record Transfer System, funded through a contract with the Arkansas Department of Education, is a computerized data base that contains demographic, health, and educational information on migrant children. MSRTS is to serve two major purposes: (1) to determine Sec. 141 formula allocations for states and (2) to provide student-specific information for educators and other personnel serving migrant children.

Table 2

Sec. 141 Allocations for 1985-86, by State

State	Amount	State	Amount
Alabama	$ 1,921,124	Nebraska	$ 376,808
Alaska	1,774,495	Nevada	529,879
Arizona	6,319,322	New Hampshire	89,182
Arkansas	3,981,269	New Jersey	2,195,495
California	73,819,118	New Mexico	2,039,197
Colorado	2,661,429	New York	4,335,119
Connecticut	2,881,686	North Carolina	3,442,494
Delaware	811,045	North Dakota	534,364
Florida	20,869,133	Ohio	1,349,893
Georgia	2,761,025	Oklahoma	1,839,453
Hawaii	0	Oregon	6,553,483
Idaho	3,660,208	Pennsylvania	1,756,940
Illinois	2,355,463	Rhode Island	149,514
Indiana	774,524	South Carolina	403,950
Iowa	158,450	South Dakota	41,598
Kansas	2,436,907	Tennessee	288,536
Kentucky	2,596,298	Texas	60,041,990
Louisiana	6,270,436	Utah	671,501
Maine	2,735,888	Vermont	440,277
Maryland	409,835	Virginia	349,966
Massachusetts	5,400,322	Washington	10,409,776
Michigan	6,738,032	West Virginia	63,837
Minnesota	1,249,396	Wisconsin	1,160,362
Mississippi	2,444,160	Wyoming	276,207
Missouri	1,228,591	Dist. of Col.	51,150
Montana	183,263	Puerto Rico	1,636,010

Migrant agricultural workers[8] in the United States follow three courses that break roughly into eastern, central, and western streams (Figure 1). Migrant workers move between their home base "sending" states and "receiving" states to obtain employment. Together, three "sending" states—California, Texas, and Florida—receive nearly 60 percent of the Sec. 141 funds because of their large agricultural sectors and migrant populations.

[8]Throughout this report, "migrant agricultural worker" also refers to migrant fishers, whose children are also eligible to participate in the migrant education program. We use the former terminology because the children of migratory agricultural workers constitute more than 95 percent of the migrant education program participants.

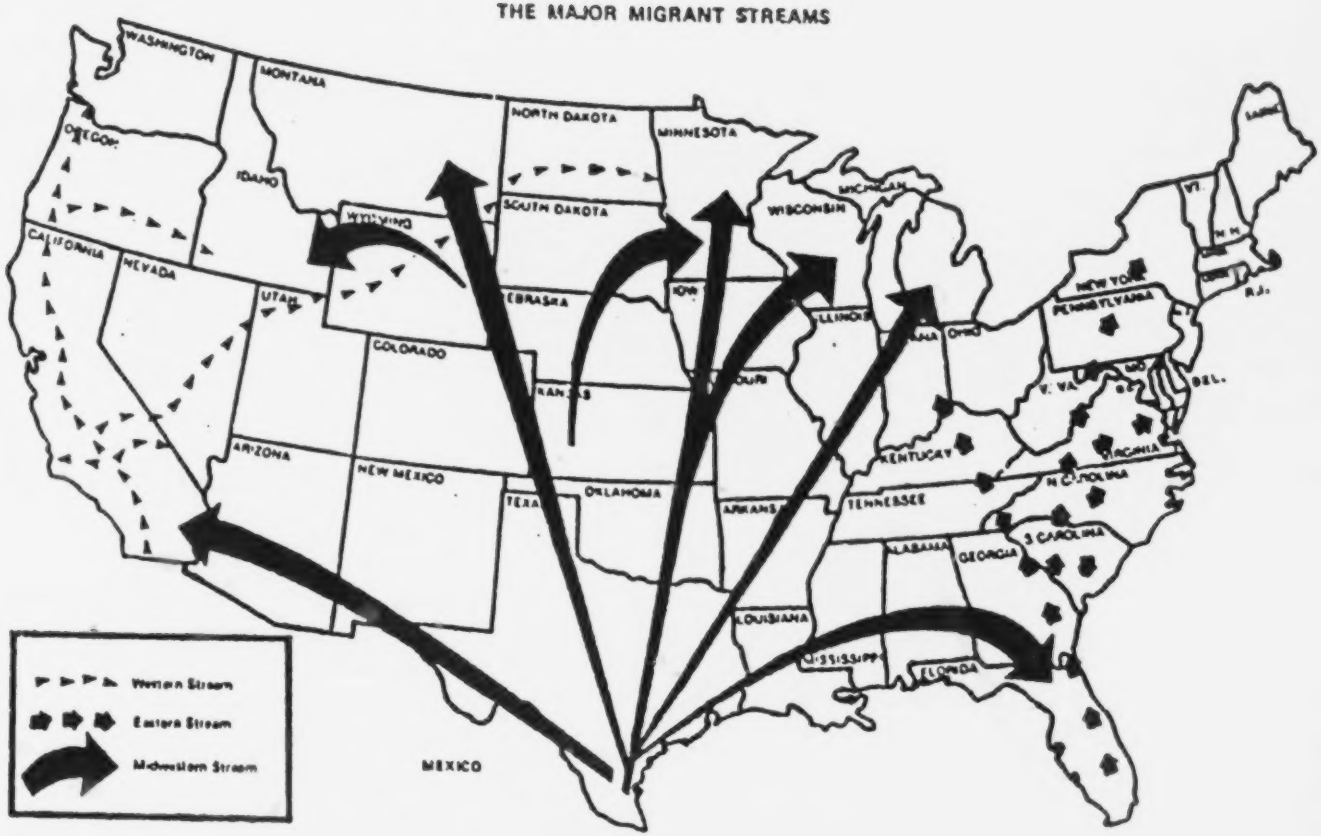

Figure 1

SOURCE: "Analysis of Migration Characteristics of Children Served under the Migrant Education Program," HRD-83-40, U.S. General Accounting Office, Washington, D.C., May 2, 1983.

Policy Studies Associates, at the request of the U.S. Department of Education (ED), reviewed four aspects of the Sec. 141 program: program administration, program services, students served, and program expenditures. ED specified questions to address within each of these four areas (Appendix A). In the sections that follow, we survey the background of program requirements and operations, discuss the study methods, and present an overview of this report.

PROGRAM REQUIREMENTS AND OPERATIONS[9]

An SEA may operate a migrant education program directly, through subgrants with local school districts, or through arrangements with public or nonprofit private agencies. Generally speaking, the term "migrant education program" refers to state-level administrative and programmatic operations; "migrant education project" indicates the actual provision of services to children. In practice, most migrant services are delivered through SEA subgrants to "operating agencies," which are local or regional educational agencies (Table 3).

State Educational Agency Administration

To receive migrant education program funds, an SEA must submit an application to ED that describes (1) the activities for which funds will be spent to administer and operate the program and projects and (2) the means for coordinating the program and projects with those of other states, including the transmittal of pertinent information about migrant children.

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[9]Applicable regulations are found at 34 CFR 201.

Table 3

Distribution of Migrant Education Subgrants, 1985-86[a]

Type of Operating Agency	Number of Subgrants
Local educational agency	1,021
Intermediate unit	83
State agency	21
University, college	16
Other	40
Total	1,181

[a]Based on 44 states and the District of Columbia. Hawaii did not receive a migrant education grant; California, Indiana, Montana, New Jersey, and South Carolina did not report.

SOURCE: "Distribution of State-Administered Federal Education Funds: Tenth Annual Report," submitted by the U.S. Secretary of Education to the Senate Committee on Labor and Human Resources and the House Committee on Education and Labor, August 1986, p. 24.

The application must also describe how:

- The SEA will ensure that operating agencies expend migrant education funds only for SEA-approved activities.
- An annual needs assessment concerning identified migrant children has affected program design.
- Children selected for services are those who have the greatest need for special assistance, and that the needs of these children are adequately specified to permit concentration on them.
- The size, scope, and quality of the program and projects are sufficient to give reasonable promise of substantial progress toward meeting the needs of the migrant children.
- Parents and teachers have been consulted on program design and implementation.
- Effectiveness will be evaluated in objective, measurable terms of educational achievement in basic skills, including whether improved performance is sustained over time.
- Evaluation results will be used to improve services.

- Services will be provided to eligible migrant children enrolled in private schools.

The law requires parent advisory councils at the state and local levels. Chapter 1 fiscal requirements also apply to the migrant education program, namely that recipients must demonstrate maintenance of fiscal effort, services across project and nonproject schools must be comparable, and federal funds must supplement and not supplant funds from nonfederal sources.

Some states interpret the supplement-not-supplant provision as requiring Sec. 141 services to be supplementary to all resources, including other federally sponsored programs. In other words, they consider migrant education program funds as the source of last resort: services provided from all other programs must be exhausted, or rejected as inappropriate, before migrant-funded services are offered to a given child. This custom probably originates from two principles: (1) some individuals' strong beliefs that migrant education funds should be used for very special extra services and (2) a congressional committee report urging that Sec. 141 services not supplant Title I services:[10]

> The committee wishes to make clear that, when migrant children are not in actual migratory status, it may be more appropriate that they participate in the basic [Title I] projects, and that the funds arising from the migrant entitlement are intended to be concentrated on projects serving children who are actually in a migratory status. Local educational agencies serving numbers of migrant children at their "home base" are expected to take the needs of such children into consideration in planning their basic Title I projects. In such cases, migrant children will benefit from basic projects while they are at the "home base" and from migrant projects while they are "on the road."

As noted previously, the migrant program is a state agency program. The SEA may use funds from its migrant education grant to pay for

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[10]"Elementary and Secondary Education Amendments of 1969," Report of the Committee on Labor and Public Welfare, No. 91-634, U.S. Senate, Washington, D.C., 1970, p. 13.

administrative functions that are unique to the migrant education program when those functions result from the SEA's dual role of administering the program and providing program services. Other administrative functions are to be covered by Chapter 1 state administration funds.

At present, no applicable regulations distinguish between regular Chapter 1 and migrant administrative functions, but regulations implementing the ESEA Amendments of 1978 did,[11] and some officials still rely on them for guidance. Those rules specified that the following should be funded from Chapter 1 state administration funds: design, publication, and distribution of the application and reports on evaluation, performance, and finances; technical assistance to operating agencies for application submission; application review; monitoring; evaluation; fiscal control and accounting procedures; information dissemination; and coordination with other public and private agencies. The state's migrant education grant could support other activities: identification and recruitment of eligible migratory children, interstate and intrastate coordination, coordination of project-level activities with other public and private agencies, MSRTS implementation, processing of reports submitted by operating agencies, maintenance of inventories for property acquired with migrant education funds, negotiation and award of contracts, and some evaluation activities.

Eligibility Criteria

Two types of children are eligible for services: currently migratory children and formerly migratory children. A "currently migratory child" is one

> whose parent or guardian is a migratory agricultural worker or a migratory fisher; and

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[11] Federal Register, Vol. 45, No. 66, April 3, 1980, p. 22668.

> who has moved within the past 12 months from one school district to another—or, in a state that is comprised of a single school district, has moved from one school administrative area to another—to enable the child, the child's guardian, or a member of the child's immediate family to obtain temporary or seasonal employment in an agricultural or fishing activity. This definition includes a child who has been eligible to be served under the requirements in the preceding sentence, and who, without the parent or guardian, has continued to migrate annually to enable him or her to secure temporary or seasonal employment in an agricultural or fishing activity. This definition also includes children of migratory fishermen, if those children reside in a school district of more than 18,000 square miles and migrate a distance of 20 miles or more to temporary residences to engage in fishing activity.

A "formerly migratory child" is one who (1) was eligible to be counted and served as a currently migratory child within the past five years but is not currently migratory, (2) resides in the area served by an agency carrying out a migrant program or project, and (3) has a parent's or guardian's concurrence to continue to be considered a migratory child.

Migrant children are deemed eligible for migrant education program services if they meet these criteria, which do not require participants to experience recent or continuous educational interruptions. One research study estimated the population of currently and formerly migratory children and found that during calendar year 1977, including the 1977 summer term, 24 percent enrolled in more than one school district; 30 percent enrolled in only one school district, but for less than the full year; and 46 percent enrolled in only one school district over the full period.[12] Of the last group, over one-third were classified as currently migratory; in other words, these children moved outside of the regular school year (particularly during the summer) and did not have their education interrupted.

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[12]Ben Cameron, "Comprehensive Summary: Study of the ESEA Title I Migrant Education Program," Research Triangle Institute, Report No. RTI/1235/46-54F, Research Triangle Park, North Carolina, March 1981.

In 1982 ED issued a notice of proposed rulemaking to change the definition of a currently migratory child, suggesting that to be designated as currently migratory the child must have had his or her education interrupted as a result of a move within the previous 12 months. The notice stated:[13]

> The purpose of the proposed change is to make sure that the migrant education program only serves those whose education is disrupted directly by migrancy. The change is also being proposed after various audits and a study of the Title I migrant education program have shown that the program was serving significant numbers of children whose education was not interrupted by migrancy and who may not have had special educational needs caused by migrancy.

The following year, Congress passed ECIA Technical Amendments that dealt mainly with the Chapter 1 basic grants program.[14] Sec. 555(b), however, instructed the Secretary of Education to "continue to use the definition of 'currently migratory child' which was . . . prescribed under . . . Title I . . . ." Thus, final regulations issued in 1985 revert to the rules that do not require educational disruption.[15]

Children Receiving Services

The law requires that an SEA and its operating agencies serve migratory children--according to their needs--in the following order:

(1) School-aged currently migratory children

(2) School-aged formerly migratory children

(3) Preschool currently migratory children

(4) Preschool formerly migratory children

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[13]Federal Register, Vol. 47, No. 233, December 3, 1982, p. 54719.

[14]P.L. 98-211, December 8, 1983.

[15]Federal Register, Vol. 50, No. 83, pp. 18406-18430. The regulations note that "extensive comment" was received on the proposed changes, but do not review the comments because the legislation overrode the proposed definitions. One definition was modified, incorporating language from P.L. 98-312 (June 12, 1984) that concerns the movement of children of migratory fishers who reside in geographically large school districts.

Regulations, interpreting congressional intent and statutory language, allow one exception to the service priorities: an operating agency may use Sec. 141 funds to serve preschool children immediately after the school-aged currently migratory children if (1) school-aged currently migratory children would not be able to attend school because of child care responsibilities and (2) no other resources are available to serve preschool children.

Differing figures are cited for both the number of children eligible for services and the number of children actually served through the migrant education program. Several factors underlie the absence of rigorous statistical information:

- For an accurate national FTE count, all migrant projects would have to identify children as eligible the day they arrive in a district and indicate their movement the day they leave. Record-keeping with this degree of precision would be extraordinarily difficult.

- In their applications for migrant education funds, SEAs must estimate the number of eligible and participating children. These numbers are not exact, however, because (1) they are projections and (2) SEAs cannot predict sudden changes that may affect the migrant population (e.g., closing of major food processing plants, drought).

- State allocations are based on the number of eligible FTE children ages 5 to 17. Because of mobility, a state's FTE is not equivalent to the number of eligible children.

- Migrant programs and projects differ in defining the services children must receive to be considered as program participants. Some classify as participants the children who are identified and enrolled on MSRTS, whereas others require that children receive instructional or support services to be classified as participants.

- MSRTS records, which should provide comprehensive data about eligible and served children, are not always fully accurate or complete.

- Until recently, ED did not impose a uniform format for states to use in submitting participation data. At present, participant data from only the 1984-85 school year are available and they have a number of limitations.

- Migrant programs and projects do not have reliable procedures for calculating unduplicated counts of eligible and/or served children.

- Some critics charge that many eligible migrant children have not been located because of insufficient identification procedures, geographic spread of the migrant population into isolated rural areas, and unwillingness of school districts to participate in the migrant education program.

- Observers of the migrant population have voiced concern that undocumented migrant workers, fearful of being reported to immigration authorities, may hesitate to have their children identified as eligible for special services, regardless of the assurances project staff may provide.[16]

- Practices for counting children in various age groups differ across states and local projects. We believe that figures are probably more accurate for the 5-17 year olds whose eligibility determines state allocations than for younger or older migrant children (who may, of course, be receiving services).

These limitations apply to current statistical information about migrant children. MSRTS summaries for calendar year 1985 show that 530,856 children were eligible for the migrant education program during the regular school term and 107,950 were eligible during the summer term. During the regular school term, about 38 percent of the eligible students were currently migratory and 62 percent were formerly migratory. The proportion of formerly migratory children has risen steadily over the past few years because more identified migrant children are "settling out" (that is, they are not moving as often).[17]

Based on data from the 1984-85 state performance reports, 352,194 children participated in the migrant education program during school year 1984-85 (including the summer of 1985). These state reports indicate that 48

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[16]The law specifically states that neither SEAs nor operating agencies are required to obtain documentary proof of the child's civil status.

[17]"Justifications of Appropriation Estimates for Committees on Appropriations, Fiscal Year 1988," Volume I, U.S. Department of Education, Washington, D.C., p. 22.

percent of the participants are currently migratory (30 percent moved within a state and 18 percent moved across states), while 52 percent of the participants are formerly migratory,[18] although reporting inaccuracies limit interpretation.[19] The researchers who analyzed the state performance reports point to general problems with the data, among them (1) states may have experienced first-year difficulties in collecting information according to the required format, (2) states with large active migrant populations were likely to report duplicated counts, and (3) some states did not provide all of the requested information. In addition, the factors cited previously regarding the absence of rigorous statistical information on the migrant population are likely to produce nonrandom measurement error in the participant counts.

Participant Characteristics

Some information is available on characteristics of the migrant student population.[20] Participants are divided about equally between males (52 percent) and females (48 percent). The majority of participants, for both the regular school year (64 percent) and summer programs (73 percent), are in kindergarten through the sixth grade. Only 19 percent of the migrant

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[18]Thuha Nguyen, Kathleen White, and Babette Gutmann, "A Summary of Participant and Achievement Information as Reported by State Migrant Education Programs for Fiscal Year 1985, Volume I: Participation," DRC, Washington, D.C., April 1987, pp. 10, 20-21.

[19]Idaho reported only the numbers of children who received instructional services, not the numbers of participants who received support services; Texas did not provide breakdowns by migrant status; and Washington submitted duplicated counts across the regular school year and summer terms.

[20]Nguyen, White, and Gutmann, op cit.

participants are in grades nine through twelve, whereas 31 percent of public school students are in these grades.[21]

Table 4 presents information from two studies about participant ethnicity. In both cases, 69 percent of the participants were Hispanic. To the extent that (1) the two studies accurately reflect longitudinal trends and (2) the missing data are distributed proportionately, we note that the numbers of black and white participants decreased from 1977 to 1985, while the numbers of American Indian and Asian participants increased.

Table 4

Ethnicity of Migrant Participants, 1977[a] and 1985[b]

Ethnic Group	1977		1985	
	Number	Percent	Number	Percent
American Indian	1,000	0.3	3,236	0.92
Asian	1,500	0.4	10,915	3.10
Black	49,800	13.4	20,702	5.88
Hispanic	256,000	69.0	241,575	68.59
White	62,800	16.9	44,281	12.57
Missing			31,485	8.94
Total	371,700	100.0	352,194	100.00

[a]The 1977 data are population estimates.

[b]The 1985 data are based on state counts.

SOURCES: 1977 data--Ben Cameron, "Comprehensive Summary: Study of the ESEA Title I Migrant Education Program," Research Triangle Institute, Report No. RTI/1235/46-54F, Research Triangle Park, North Carolina, March 1981, p. 32.

1985 data--Thuha Nguyen, Kathleen White, and Babette Gutmann, "A Summary of Participation and Achievement Information as Reported by State Migrant Education Programs for Fiscal Year 1985, Volume I: Participation," DRC, Washington, D.C., April 1987, p. 19.

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[21]Cameron, op cit., noted that migrant students begin to drop out of school rapidly beginning at about the eighth grade.

Previous research examined the age and grade level placement of migrant children.[22] Simply stated, migrant children start school well behind the general population and continue to fall further behind. In first grade, 30 percent of migrant children are over the modal age, compared to 14 percent of all children and 14 percent of black children. The proportion of migrant children over the modal age peaks in the eighth grade at 51 percent, compared to 21 percent of all children and 30 percent of black students. In later grades, the number of migrant students over the modal age continues at a high level, though the percentage decreases, probably because many students drop out of school.

STUDY METHODS

The major purpose of this study is to provide limited answers, through case study research, to several specific questions (listed in Appendix A) about the migrant education program. The secondary purpose is to learn about the availability, completeness, and quality of student-specific data at the state and local levels.

Project staff began the research by reviewing background materials, including prior studies of the migrant education program, relevant Census and Department of Labor reports, congressional hearings, legislation, regulations, and MSRTS data. We also examined files maintained by ED's Office of Migrant Education that contain information, by state, on the past three years of program operations.

Based on these reviews, along with guidance from the National Association of State Directors of Migrant Education, we nominated six states for site visits: California, Florida, Illinois, Massachusetts, Oregon, and

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[22]Cameron, op cit., pp. 26-31.

Texas. Several principles guided the state selection process. We chose states that vary in terms of (1) the size of the migrant population; (2) their geographic location and migrant stream position as a sending or receiving state; (3) whether migrant program operations are focused at the state, regional, and/or local level; and (4) whether the migrant education program operates within or outside the SEA Chapter 1 administrative framework. We included states that stress summer programs, as well as those that offer programs mostly during the regular school term. In the course of conducting our background reviews, we also asked officials and experts for ideas on states to visit, in particular to learn about programs that are fairly typical plus those that are somewhat different.

Following ED's approval, we contacted the migrant education director in each of the six states to explain the research and to solicit ideas about which operating agencies to visit. Again, we sought variation rather than similarity; across the six states, we selected operating agencies that vary according to:

- Project size—large, medium, and small
- Migratory status of children—divided into high proportion of currently migratory, high proportion of formerly migratory, and mixed
- Other special programs at the project site—for example, basic Chapter 1 services, services for limited English proficient students, and state compensatory education programs
- Time of year for services—emphasis on regular year, summer school, both
- Locus of project administration—state, regional, and local school district

Regarding the locus of project administration, we asked the state directors to nominate nonprofit operating agencies that we could visit. We visited nonprofit operating agencies that do not provide direct services to

migrant children. We were not able to visit the one identified nonprofit operating agency that does provide direct services because it operates only during selected months and the director and sole staff member had just left the job and moved out of the state.

We also tried to vary operating agencies according to the migrant education program services they offer, divided into a high amount of instructional services, high amount of support services, and a fairly even division between both types. This was difficult, however, because the provision of instructional services dominates most migrant education projects.

Site visits were conducted between November 1986 and March 1987. In a typical visit, two staff spent one day at the SEA to collect written materials and to meet with the state migrant education program director and other state-level staff. The two staff members then split, and each spent four days at an operating agency to collect background documents and interview personnel. At the operating agency, the staff person usually met with the superintendent, the migrant program coordinator, school principals, classroom teachers, administrators and instructors from other special programs, migrant education teachers and instructional aides, home-school liaisons, recruiters, MSRTS clerks, counselors, nurses, and parents of migrant children. In two states this design differed: (1) in California we visited only one operating agency, a regional office, that oversees services to over 12,000 eligible migrant students in approximately 50 districts; and (2) in Massachusetts we visited the state's only operating agency, located at the state level but physically outside the SEA.

Based on the study questions ED posed, we developed two site reporting documents--one for the SEA (Appendix B) and one for the operating agency (Appendix C). Site visitors aggregated information from materials and

interviews, then recorded it on the appropriate site reporting document. Brief descriptions of the states and operating agencies visited appear in Appendix D.

To accomplish the second purpose of the study—determining the availability, completeness, and quality of existing data—we developed a reporting document for student data (Appendix E). During each visit to an operating agency, the staff person drew a random sample of approximately 50 migrant children. Relying solely on existing written information—generally a combination of MSRTS, district, and teacher records—the staff member collected and recorded all data that addressed the topics on this reporting document, which include demographic data and service characteristics. The data we collected and the lessons we learned are presented in Appendix F.

We note that findings from this study are limited because of small sample sizes. Neither the site visit data nor the student-level information are statistically representative: they cannot be aggregated to indicate population-wide tendencies; percentages cannot be determined from combining data elements across sites; and correlations cannot be calculated. We believe the data can be used reliably to reflect differences and similarities among state and local project operations, and the information in this report can add to policy discussions.

OVERVIEW OF THE REPORT

The rest of this report is organized according to the study questions. Chapter II discusses administration of the migrant education program, Chapter III reviews program services, Chapter IV presents information on children served, and Chapter V examines program expenditures. Chapter VI contains conclusions.

II. PROGRAM ADMINISTRATION

Numerous activities are involved in administering the migrant education program, including designation of project sites, identification and recruitment of eligible migrant children, funds allocation, program design, technical assistance, monitoring, and evaluation. In the sections below, we first outline the organizational structures the sample states use to administer the migrant education program and the general functions different levels perform. We then discuss various administrative activities required for migrant program and project operations. The chapter ends with a summary.

ORGANIZATIONAL STRUCTURES

State Level

Three of the site visit states--Florida, Illinois, and Oregon--administer the migrant program within the larger Chapter 1 basic grants program. California has a separate Office of Migrant Education, which is organizationally on a par with its Office of Compensatory Education that manages both the basic Chapter 1 grants program and the state's compensatory education program. Texas' migrant education program is administered along with other special programs (i.e., ECIA Chapter 2, bilingual programs, and the state's compensatory education program). Massachusetts has a unique arrangement: the migrant education program is administered by staff in an office physically separate from the SEA, and a school district acts as the fiscal agent for the program.

California, Massachusetts, and Oregon each have a full-time state director of the migrant education program. The other three states have migrant directors who spend some of their time on other programs: the Florida migrant coordinator is the Chapter 1 director; the Illinois migrant

director is also the assistant director for the state's basic Chapter 1 program; and the Texas migrant director also works with the other special programs listed previously.

The number of migrant-funded state-level staff who administer the migrant education program varies widely (Table 5). Factors affecting staffing levels include: (1) the size of the migrant population in the state, (2) the number of operating agencies delivering migrant education program services, (3) whether administrative and programmatic matters are handled mainly within the SEA or with help from nonproject operating agencies (whose role is described below), and (4) the amount of effort picked up by Chapter 1 state administration funds.

Table 5

Number of State Central Office Staff

State	Number of Migrant Education Funded Central Office Staff	Total Number of Migrant Education Staff in the State's Central Office
California	15.0	26.0
Florida	6.0	7.0
Illinois	3.5	5.0
Massachusetts	12.5	12.5
Oregon	1.1	2.0
Texas	0.0	6.0

Major responsibilities performed by staff in each state's central office are as follows:

California--One director and two administrators oversee 23 staff who provide technical assistance and services in the areas of identification and recruitment, MSRTS, parent involvement, program design, intra- and interstate coordination, special projects (funded from the state's Sec. 141 grant), and support services.

Florida--The office of federal compensatory education has two sections: program support and program development. Within program support, migrant staff include a director; one staff person who manages identification and recruitment, interstate coordination, and parent advisory

councils; one MSRTS specialist; one staff member involved with dropout prevention programs; and one secretary. A clerk in the program development section maintains an inventory of Sec. 141-purchased items.

Illinois—The migrant coordinator supervises staff who monitor local projects, provide technical assistance and training, handle MSRTS activities and identification and recruitment, and consult on parent advisory councils.

Massachusetts—Staff of the Massachusetts Migrant Education Project, located outside the SEA, include a state director, a state coordinator, a business manager, and specialists in MSRTS, staff development, and community liaison. In addition, the project employs fiscal personnel, bookkeepers, an inventory manager, a purchasing clerk, secretarial staff, and staff who operate the state's own migrant student data base.

Oregon—The SEA migrant staff consists of the coordinator and one secretary.

Texas—The coordinator supervises two staff who deal with parent involvement, coordination, and MSRTS and three staff who provide assistance to the state's regional office personnel in identification and recruitment, MSRTS, and staff development. SEA staff in another division review and approve applications and monitor local projects.

Statewide Nonproject Operating Agencies

Two of the site visit states have nonproject operating agencies—organizations that receive Sec. 141 funds to provide statewide administrative services but not direct services for migrant children. Illinois has two nonproject operating agencies: (1) a school district offers staff training and development activities, emphasizing preschool and primary grades; and (2) the Illinois Migrant Council employs a coordinator who offers statewide inservice training and MSRTS services.

In Oregon, the Migrant Education Service Center employs four professionals and three clerical staff who provide workshops, inservice training, and technical assistance on parent involvement, early childhood education, elementary education/English as a second language, secondary education, and identification and recruitment. Oregon's MSRTS data terminals are located at the Migrant Education Service Center.

State-Level Independent Consultants

Oregon hires two independent consultants to provide administrative services for the migrant program. One, paid fully from Chapter 1 state administration funds, visits and monitors each operating agency and project up to three times annually. The other, paid from Sec. 141, evaluates both regular year and summer term programs.

Regional Offices

In each of the six states regional office staff perform some administrative functions. We identified three different models of regional office administration: (1) SEA staff are assigned to satellite offices, (2) regional office staff provide local operating agencies with technical assistance and MSRTS services, and (3) regional office staff exercise substantive, programmatic responsibilities.

Within a given state, the activities one regional office performs may differ from the activities of another regional office. Also, a state may have certain project sites under the jurisdiction of regional offices, whereas other project sites operate independent of the regional office structure. In California and Oregon, for example, both regional offices and school districts operate migrant education programs. In California, the two types of arrangements are traceable to long-standing political agreements worked out between certain districts and the state. In Oregon, the two types arise because (1) the state has some large districts that operate programs directly, along with sparsely settled rural areas that receive services from a regional office, (2) some districts want to operate programs themselves while others prefer to let the regional office take over, and (3) organizational arrangements change between regular school year and summer

programs. In the discussion below, we describe the regional office routines that we observed during our site visits.

Satellite State Offices. Illinois has one staff member located in Chicago who monitors and offers technical assistance to projects in the northern part of the state. In addition, he oversees the state's migrant parent advisory council.

Regional Nonproject Operating Agency. Florida has five regional offices, Oregon has five, and Texas has 20. In all three states, the regional offices cover programs in addition to the migrant program (e.g., Chapter 1 basic grants, special education, and state-funded programs).

Sec. 141-funded regional office staff in these states generally provide technical assistance to local projects. Staff may assist with application submissions and budget amendments, sponsor professional development workshops, conduct premonitoring visits for project sites, and share information between the SEA and operating agencies.

These regional offices are involved with MSRTS as well. Clerks may check the information project staff have collected and submitted, input data, maintain records, transmit information to the MSRTS central data bank, and send information to project sites. In Florida, we tracked the MSRTS process linking one project site and one regional office. In a district we visited, school-level staff responsible for identification and recruitment complete forms that are then sent to the district's central office. There, clerks review the forms and telefax them to the regional office. Data entry personnel at the regional office code and enter the data onto computers, then electronically transmit the information to MSRTS headquarters in Little Rock, Arkansas. The MSRTS office then sends copies of updated forms to the school district and the regional office.

The regional office we visited in California has a somewhat different set of responsibilities. It covers almost 50 school districts and handles no programs other than migrant education. During the regular school year, local districts hire recruiters and migrant education instructional staff; the regional office hires resource teachers, reimburses districts for Sec. 141-funded staff, supervises program operations in all districts, purchases materials and equipment, coordinates an active parent advisory council, provides student health services, conducts staff training and development activities, and operates MSRTS.

Regional Project Operating Agency. California, Massachusetts, and Oregon have regional offices that, at some point during the year, (1) administer the migrant education program and (2) directly arrange for services to children. In Massachusetts' three regional offices (including one located in the same building as the state's migrant education program), staff rent space from public and private school systems, identify and recruit migrant children, offer health care, fill out MSRTS forms, arrange for student transportation, design programs, purchase materials and equipment, and hire and supervise instructional staff.

The regional offices we visited in California and Oregon become project operating agencies for the summer term. During summer sessions regional office staff in these states perform all the activities necessary to operate the migrant program (i.e., the same ones just listed for Massachusetts).

Local Level

The local school districts we visited in Florida, Illinois, and Texas administer their own migrant education projects, performing all activities required for program operations. One of the Oregon sites does the same. We

learned that some school districts in California have complete management responsibilities, but we did not visit these sites.

All project sites in five of the six states have some administrative responsibilities, regardless of SEA or regional office arrangements. Larger project sites have a migrant program coordinator, while smaller sites have a contact person (e.g., the superintendent or a school principal). The coordinator or contact person usually handles applications and budgets; designs programs, often in consultation with instructional staff and parents of migrant children; coordinates identification and recruitment procedures; oversees program operations; and acts as the link between the state and the school district.

The exception is Massachusetts. There, state-level staff (though they are not SEA personnel) run the entire migrant education program. Local school districts have no administrative or programmatic responsibilities. Local district staff touch on the migrant program in two ways: (1) the migrant program's part-time instructional staff, who work on weekends and during the summer, are usually teachers drawn from local programs and (2) district personnel occasionally suggest that a particular student may be eligible for migrant services, whereupon state-level staff follow up with identification and recruitment.

ADMINISTRATIVE ACTIVITIES

In this section, we discuss administrative activities performed to operate migrant education programs and projects. These include the designation of project sites, funds allocation, identification and recruitment of migrant children, program design, student selection, and inter- and intrastate coordination.

Designation of Project Sites

For the six states in our sample, the number and location of operating agencies rarely change because their agricultural centers are constant. In conjunction with the migrant program's longevity, this means that the project sites are stable. We learned about one imminent shift: an operating agency in Illinois, a school district whose small migrant program operates mostly during the summer, may not operate future projects because a processing plant that draws migrant workers and their families is scheduled to close.

In most of the sites we visited, projects apply to the SEA for migrant education funds. It is local projects, not the state, that seem to initiate their designation as an operating agency. States have adopted application procedures for the migrant program that often parallel the procedures used for the basic Chapter 1 grants program: operating agencies submit an application to the SEA, where it is reviewed. Again, Massachusetts is the exception; there, state migrant program staff determine where and when migrant projects will operate.

In a few cases, a state or regional agency encourages a site to participate. For example, the California regional operating agency we visited has added a few school districts over the years to the roster of participants (these additions have not altered the state's number or location of operating agencies) as local officials become persuaded to provide special services to their migrant children. We learned, however, that one of the nation's largest school districts, with an estimated 10,000 eligible migrant children, neither conducts identification and recruitment nor participates in the migrant education program—and the SEA feels powerless to do anything about the situation.

Funds Allocation

The law and regulations state that subgrants to operating agencies should be based on (1) the number of children to be served; (2) the nature, scope, and cost of the proposed project; and (3) other relevant criteria (e.g., SEA priorities concerning ages and grade levels of children to be served, areas of the state to be served, and types of services to be provided). In most sites we visited, however, grant awards to operating agencies are based solely on the FTE number of eligible migrant children. Local projects estimate the number of children they will serve, and the SEA allocates funds on a per pupil basis.

Two places we visited are in the process of changing their allocation procedures. Because a recent ED monitoring visit criticized Florida's per pupil award determinations, the SEA now plans to issue subgrants weighted differentially for currently migratory students (.6) and formerly migratory students (.4). Texas is trying to narrow the gap in per pupil awards to operating agencies, which had previously ranged between $250 and $1,200. The differences are due to agreements struck many years ago between the state and school districts, and the SEA is gradually trying to equalize costs. Per pupil expenditures now run between $350 and $750.

Identification and Recruitment

Identification and recruitment procedures are used to locate migrant children and ascertain whether they are eligible to receive migrant education program services. The staff who are responsible for these activities are known by different titles, such as recruiters, social workers, home-school liaisons, and counselors. They must complete a form--the certificate

of eligibility—that each state has developed in response to the requirement that:

> A child may not be counted [to calculate the state grant] or be provided with Chapter 1 migrant education program services until an SEA or its operating agency has (1) determined that the child is either a currently or formerly migratory child . . . and (2) indicated in writing how the child's eligibility was determined (34 CFR 201.30).

The six states' certificates of eligibility are similar. They request the child's name and birth date, parent or guardian names, residential address, the date of the last move, the places between which the family moved, and the purpose of the move. The recruiter generally fills out the form, a parent or guardian signs it, and higher-level migrant project staff (sometimes several different people) check the certificate of eligibility. The forms are kept at local or regional operating agency sites.

In many of the sites we visited, identification and recruitment is a building-level activity. Recruiters sometimes prepare draft certificates of eligibility for (1) migrant children who enrolled in school the previous year, (2) children entering kindergarten or first grade whose siblings already have MSRTS records, and (3) young children who MSRTS has tracked, sometimes since infancy, to alert staff that they will be eligible for program services. In a typical case, a parent will bring a child to school and enroll that child. The recruiter then meets with the parent (either at the school or in the parent's home) to determine whether the child is eligible for the migrant program and to complete the certificate of eligibility.

We found a few other ways in which identification and recruitment is managed. In all but one case, operating agency staff, not the state, have the responsibility:

- In some small districts, identification and recruitment is handled by district-level staff, rather than building-level staff.

- The California and Oregon regions conduct their own identification and recruitment for summer programs.
- In Texas, regional office staff identify eligible migrant students living or attending school in areas not served by migrant education projects.
- Massachusetts state-level staff conduct identification and recruitment.

Most of the identification and recruitment activities are more accurately described as "recertification." That is, recruiters rarely spend any measurable time locating and enrolling children who are not attending school. Instead, their activities center on annually completing new certificates of eligibility or verifying that existing ones contain current information.

Long-tenured recruiters noted that this situation is very different from conditions many years ago when they continually visited migrant labor camps and residential areas to enroll children in school. Local staff cited several reasons why they no longer must "beat the bushes" to find previously unidentified children: (1) parents want their children to be in school; (2) the regularity of migrancy patterns means that families are aware of the educational and support services provided through schools, and know where to register their children; (3) parents are familiar with compulsory school attendance requirements; and (4) newcomers to an area receive information from their neighbors and coworkers.

We found two exceptions where recruiters do, in fact, actively reach out to the migrant community. In both cases, their initiative is due to declining migrant populations, and consequent decreases in the migrant education program.

Massachusetts has been experiencing consistent declines in the eligible student population. At present, 90 percent of the state's migrant children

are classified as formerly migrant. A portion of these pass the five-year eligibility cutoff annually, so the numbers of eligible children are expected to continue downward. Here, recruiters are trying to locate more eligible children and persuade them to participate. One regional official described their work as "a marketing effort." Recruiters have begun to visit large farms to identify potential pools of students. In the western part of the state they have even gone to Connecticut in search of migrant children to serve.

One of the Texas sites we visited is in a town of about 22,000 whose chief source of revenue is the sale of U.S. goods to residents of a nearby large Mexican city. The devaluation of the peso relative to the dollar has devastated the local economy (the unemployment rate is now over 40 percent), with a corresponding decrease in the number of inhabitants and school children. Locally based recruitment for the migrant education program has stepped up recently: at present, district staff are surveying every home in the community to see if any unidentified children may be eligible for migrant services.

Program Design

Decisions about program design generally concern the time of year the program will operate and the types of services it will offer. They also concern the methods of service delivery (e.g., whether instructional services will be offered through in-class assistance, pullout sections, programs outside of regular school hours, or replacement models) and the types of staff providing services (e.g., certified teachers, instructional aides).

The time of year for program operations is largely determined by the local agricultural industry. Some sites offer year-round programs because they have year-round growing seasons or they have sizeable numbers of

settled-out migrants (i.e., formerly migratory children). Other places may operate a minimal program during the regular school year, then run a major summer program to accommodate workers who move in for the summer harvest. Again, Massachusetts is the exception: its program operates on Saturdays from February through May, during the full week of spring break in April, and for five weeks during the summer. This schedule has evolved mainly because children did not regularly attend the program, which operates outside of regular school hours, during the fall months that have numerous school holidays.

SEAs appear to influence local projects' division of services between instruction and support while reviewing local applications, questioning support service plans and amounts that seem excessive. Uniformly, SEA staff regard the migrant education program as an instructional program first and foremost. Support services, such as medical and dental care, are of secondary importance. Oregon even limits the amount of Sec. 141 funds that can pay for support services.

At the same time, the local staff and parents we met expressed the same philosophy that the migrant education program should heavily emphasize instructional services. Thus, the SEA may reinforce, rather than instigate, the focus on instructional services.

Once a balance is established between instructional and support services, the content and method of providing services is exclusively the responsibility of local operating agencies in five of the six states (all but Massachusetts). Local officials, principals, teachers, aides, and/or parents determine the subjects taught (e.g., English as a second language, language arts, mathematics, swimming); whether programs are remedial, mainstream, or advanced; the types of staff (teachers, aides, counselors); the

delivery models; and the support services offered (such as transportation, emergency medical treatment, health checkups).

SEAs almost always defer to local personnel to judge which services are most appropriate for their children. We found only one exception other than Massachusetts: Florida requires all Sec. 141 projects to have a dropout prevention component, but allows the local agency to develop and select constituent activities.

Student Selection

Choosing students for services is also the responsibility of local operating agencies, not the state (except in Massachusetts). While local staff are aware of the statutory priorities distinguishing currently from formerly migratory students—in part because of the state's constant reminders—eligible students are selected to receive services according to their needs. Migrant children are usually selected for instructional services according to their educational needs, as indicated by low achievement test scores, limited language ability, or teacher recommendations. Migrant children are selected for support services based on their individual needs, unless a school nurse decides that all migrant children should have health screenings or district staff decide that all migrant children need transportation to summer school programs.

The children served by the migrant education program are discussed in Chapter IV. The point we make here is that local staff—not the SEA—make administrative choices about who receives Sec. 141-funded services.

Inter- and Intrastate Coordination

The movement patterns of migrant children create a need for inter- and intrastate coordination. Local staff believe that migrancy patterns are

quite predictable. For example, a student may be in a southern home district for most of the school year, move north for the late spring and early summer, follow the harvesting season to another northern location, then return to the originating district. Crop failures, agricultural conditions, and production plant closings can introduce uncertainty into the migrant movement, but local staff we interviewed said most families currently trace a regular path.

Local initiative is often the only source for inter- and intrastate coordination. Although SEAs we visited participate in Sec. 143 projects, which focus on inter- and intrastate coordination, most Sec. 143 support remains at the state level,[23] whereas local staff experience the greatest coordination needs. States are aware that coordination needs remain unmet. One director in a receiving state complained, "If I could, I'd send our guidance counselors to Texas. I know that's what we need. But it's too expensive, so I can send only [a particular state-level staff person]."

Yet, it is school principals, counselors, and teachers--not state-level staff--who determine migrant students' educational backgrounds, instructional needs, and credits accrued. For students who are mobile, the principal, counselor, and/or teacher may telephone the student's previous school to obtain pertinent information.

Some local projects have staff who visit sending or receiving districts, but local officials indicated that limited financial resources or restricted out-of-state travel severely hamper their efforts to achieve this degree of coordination. The most interesting example we found of local-to-local coordination involves one Illinois district and two Texas districts whose migrant children regularly move back and forth. Because of the

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[23]Adelman and Cleland, op cit.

stability of the migrancy movement, educators in the Illinois and Texas districts have developed a close working relationship. Most of the instructors in the Illinois summer program teach or hold administrative positions in the two Texas communities during the regular school year. When they come to Illinois in June, they generally bring with them the instructional materials that students were using in Texas. Shortly after the families return to Texas in November, the Illinois district's migrant director and recruiter (who are married) pack their family in a van and head south to check whether "their" children have enrolled in school, and to brief the Texas educators on student progress during summer months.

SUMMARY

Several different organizational structures are used to administer the program education program. In all six states, some SEA staff have administrative responsibilities, though the number of staff and content of the work they perform vary. All six states also have regional office arrangements, though specific activities regional offices perform vary across states.

Although the statute identifies the Chapter 1 migrant program as a state-administered program, control over program decisions is mainly at the local, not state, level. Project operating agencies typically design programs, identify and recruit eligible children, select students, and share student information across sites. SEA activities generally center on the review and approval of local decisions, although some SEAs establish guidelines in specific programmatic areas.

III. PROGRAM SERVICES

The law and regulations indicate that migrant education program funds should be used to meet the special needs of migrant children, but they do not specify the services that must be provided from Sec. 141 grants. In this chapter, we first review the instructional services that the sites we visited provide to migrant children, then the support services projects provide. Next, we compare these services with those offered from other special programs. We then examine the use of MSRTS as a program service. The chapter concludes with a summary.

INSTRUCTIONAL SERVICES

Uniformly, the sites we visited stress instructional services over support services. In the sections below we discuss services offered during the regular school year and those provided during the summer term. We also review other types of instructional services these sites support with migrant education program funds.

Regular Year Programs

At every site we visited, most instruction is remedial or compensatory. Subjects include language arts, English as a second language, oral language development, and mathematics. Most migrant-funded instructional services complement and supplement the instruction students receive in their regular classes.

The local migrant education project coordinator, principals, and teachers determine the subjects that are offered, according to the needs eligible children exhibit. Needs assessments are not often formal, structured determinations. Instead, building staff recognize obvious deficiencies such as limited English proficiency, or learn of shortcomings through test scores

and grades. When teachers recommend that children need additional services, building-level staff review program offerings, check whether the children are eligible for Sec. 141, and assign children to various classes, instructors, or services. In Massachusetts, migrant staff encourage all eligible children to attend Sec. 141-funded classes.

Most instructional programs during the regular school year operate within schools, usually during standard school hours. Massachusetts programs are the exception, offered on Saturdays and during school breaks (see Appendix D).

In most of the sites we visited, schools participate in the migrant education program when they have a number of migrant students (usually a minimum of 20) who demonstrate educational needs such as limited language abilities or low test scores. In these communities, migrant residence patterns follow one of two forms: either (1) families live in certain (generally low-income) neighborhoods or (2) families are spread throughout the vicinity when the area has a large agricultural sector. Districts with the former pattern usually serve most schools with migrant students, while districts with the latter pattern must select which schools will participate. One large Florida site, strapped for funds, offers instructional services at only 15 of its 50 schools that enroll migrant students. Staff prefer to concentrate funds rather than spread them thinly to serve students in all schools.

Because programs are building-based (except in Massachusetts), migrant education instructional services must fit within the school and district educational structures. This means that the specific modes of service delivery depend on the arrangements that already exist in the basic educational program and in other special programs. For example:

- Overcrowded schools may not have sufficient space to remove migrant students from their regular classes to provide small-group instructional services (referred to as the pullout model). They often offer individual assistance to students while in their regular classrooms (known as the in-class model).

- Districts experiencing teacher shortages are likely to face the same deficits for the migrant education program. They often must rely on instructional aides, which generally means in-class tutoring because some districts and states prohibit noncertified staff from instructing students.

- A school that separates children into tracks according to their ability levels may find it easier than other schools to implement the "replacement" or "excess cost model" whereby the combination of local contributions and federal funds reduces student-to-teacher ratios.

- Schools and districts with substantial amounts of remedial or compensatory services provided from other sources (whether federal, state, or local) may be freer than other places to offer unique services through the migrant education program. For example, a site with a major bilingual education program may be able to concentrate its migrant-funded language services on the most needy children, while those with greater English language proficiency are served elsewhere. Similarly, a site with a state compensatory program aimed at secondary school students may choose to focus migrant services at the elementary level (or vice versa).

- Regional offices that oversee districts' or schools' migrant education program may be able to (1) hire itinerant instructional staff to serve schools with low-incidence migrant populations and (2) adjust staff allocations to accommodate sudden increases or decreases in the number of migrant students attending certain schools.

The mobility and/or stability of the migrant population affects program design decisions. In the sites we visited, the migration pattern is very constant: from years of experience, staff know when children arrive and when they depart. Staff, especially the recruiters who check migrancy, told us that a majority of even the most mobile families follow a routine path at predictable times of the year: they leave a home base, move to another place to harvest or process agricultural goods, possibly move on to a third location for similar employment, then return home. Changes that disrupt the

path do occur, such as when a plant closes or a region has a severe drought. One state director gave two examples:

> When two major sugar beet refineries closed, a number of agricultural workers lost their jobs, some of them moved out of the region to find employment, and the operating agency had far fewer migrant children to serve. Then, some of the sugar beet farmers began planting onions, many migrant workers returned to the area, and the numbers of eligible migrant children increased.
>
> One very large agricultural enterprise purchased 10,000 acres of land and planted potatoes. The operating agency serving this area, which had 30 eligible migrant children in one year, identified 700 children the next year.

On the whole, however, big shifts are infrequent.

The predictability of the migrant population's movement means that district and school staff have sufficient information to plan program offerings. School staff in a home-base operating agency, for example, can assign students to appropriate migrant education services at the same time they schedule classes for the entire student body because they know the students who will return to the school and the approximate time of their enrollment. They also have a good idea of individual needs from each student's performance records, test scores, and grades.

The regularity of the migrancy pattern also means that local staff are able to design instructional programs that accommodate changes in the eligible student population. We visited one large Florida county—a home base whose area has a three-season agricultural year that parallels the regular school year—with nearly 2,000 eligible migrant children, of whom more than 85 percent are currently migratory. Most of the migrant-funded instructional services are delivered through a replacement model. At the start of the school year, some classes have as few as seven students in anticipation of the migrant children who will arrive throughout the fall.

Both Texas sites visited have arrangements to help high school students accrue credit for graduation. Students who arrive after the start of the school year, or who depart before the end of the school year, may attend after-school tutoring sessions. Teachers help students (1) catch up in the work they have missed because of a late arrival or (2) cover material they will miss because of an early departure. These students may take specially scheduled final exams necessary to earn course credits.

In an Illinois site we visited, the migrant population builds in the spring, peaks over the summer months, then tapers off in the fall. When families arrive in the spring, most children in kindergarten through the sixth grade immediately enroll in school where they are pulled from classes to spend part of every day with a migrant education resource teacher and aide. Junior high school students may care for infants and preschoolers, and delay their school enrollment until day care centers open in early May. Very few high school students enroll in the spring because most take final exams in their Texas home districts before moving north. The district runs a full-scale summer school program, then continues migrant-funded pullout classes in the fall (though some do not have an instructional aide).

Summer Term Programs

Of the ten operating agencies we visited, eight offer summer school programs (all but the two Florida sites). The Sec. 141-funded summer projects in the eight sites are full-scale, full-day operations. Some of the operating agencies consolidate with others to sponsor summer programs (as discussed in the previous chapter); others pay tuition for their migrant students to attend summer school in neighboring districts.

Migrant programs offered during the summer term differ markedly from regular year programs. Instead of funding services that supplement and

complement the basic education program, agencies that operate migrant summer school projects take on responsibilities much like those that school districts perform during the academic year. The projects we visited offer regular instruction and/or individualized tutoring in subjects such as English, language arts, math, science, and social studies. They also provide transportation, meals, and physical education classes.

Some make special adaptations to ensure student participation. One project hires migrant teenagers to ride the bus and supervise younger students en route to school; the older children attend school while the very young children are in day care or preschool activities. Another project serves high school students from 4:00 until 9:00 p.m., allowing them to hold summer jobs during daytime hours and attend school at night.

These summer programs share one important characteristic: they are the only public summer school programs offered in their jurisdictions. In other words, only eligible migrant children may attend summer school in these places. This has caused some resentment from parents of other children. One local coordinator said, "We get a lot of flak from people who don't understand why their children can't go to summer school." The summer programs are popular: many of the sites with summer programs report that students are eager to attend.

Other Instructional Programs

Some of the sites we visited offer other types of migrant-funded instruction. Reflecting the coordinator's belief that different approaches should be used to serve different types of students, one Texas site sends high-ranking juniors and seniors to Washington, D.C. to participate in week-long sessions about the federal government; sponsors field trips to colleges and universities; hires migrant students to tutor other less-advanced

migrant students; operates a television laboratory and studio as part of its language arts curriculum for low achieving students; and has a mobile van, stocked with library books and instructional materials, that tours migrant neighborhoods every afternoon.

Another operating agency offers additional instruction for its gifted and talented migrant students. These children are pulled from their regular classes to receive special assistance and attention in small group settings.

A high school in one of the Florida sites operates two unique dropout prevention programs. For the first, students who meet certain criteria regarding grades and school attendance are hired, at minimum wages, to work in public service jobs (e.g., in a local health clinic, in the library, at a day care center). The migrant education program sponsors a guidance counselor who spends part of her time overseeing the program, pays the students' salaries, and funds transportation costs for travel from school to work and then home. In the second, students who lack high school credits may take classes at a college over the summer; the operating agency pays tuition and living expenses from Sec. 141 funds.

SUPPORT SERVICES

Support services at the sites we visited include guidance and counseling, health screenings, medical and dental treatment, transportation, employment, and clothing. Decisions on which of these services to offer are made locally. Local officials, teachers, aides, and parents were virtually unanimous in viewing the Sec. 141 funds as intended--and properly directed--primarily for instructional purposes. Thus, many support services are provided on an as-needed basis, rather than offered to every eligible student.

Each of the ten operating agencies offers support services, though in varying degrees to different segments of the migrant population, and

sometimes in varying degrees to different schools. All sites provide health care. If an operating agency hires nurses, they are often assigned to or rotated among elementary schools; we did not frequently find nurses in secondary schools. School nurses conduct health screenings, test students' vision and hearing, maintain inoculation and illness records, and treat children who become ill in school. They may schedule appointments with doctors, take children to clinics, and drive them home when they are sick.

Other than school nurses, most of these operating agencies fund health care from the migrant program only if no other resources are available. The migrant education program may be the only source of health care services for the children of indigent undocumented workers because some public agencies require evidence of legal residency.

In treating Sec. 141 as a source of last resort, staff request program funds for health care only after all other possibilities have been exhausted. Home-school liaisons or other migrant program personnel develop contacts with health care providers, public agencies, and clinics, and call on them when migrant children need assistance. If other support is not available, staff turn to the migrant program for financial aid. For example, one community has no dentists who donate their services, and the local clinic is so backlogged that children would have to wait about six months for dental care. In this case, migrant children whose dental needs require immediate treatment receive care from a private dentist, who bills the program at a reduced rate. Staff in another operating agency told us of a very shy, withdrawn child who rarely spoke because she was embarrassed to show her badly crooked teeth. This child is now receiving orthodontia paid from the Sec. 141 grant.

Several of the operating agencies have hired guidance counselors with Sec. 141 funds, most of whom are placed in high schools. In addition to activities that home-school liaison personnel perform in other schools (e.g., assisting in student placement, checking on absent students, communicating with parents), the guidance counselors maintain close contact with their students. They encourage students to stay in school, review credits earned and needed for graduation, promote postsecondary education, help students find employment, and generally keep an eye on how the migrant students are doing in school.

Other support services are offered in critical situations. A child who cannot attend school because he has no shoes, for example, receives a pair of shoes. Three children in one family who share one coat are given additional coats. The project sites we visited are very careful in allotting these items. Staff often check a community clothes bank for donated items before turning to migrant education funds. These types of emergency items are usually requested through a purchase order that several people—including the project coordinator—must approve. Some operating agencies impose stringent rules on these purchases, (e.g., only discount stores may be patronized, no designer jeans may be purchased).

Staff in many of the sites we visited sponsor volunteer efforts to gather or receive donations. One school nurse maintains a closet of used clothing for migrant children. We visited one regional office just before Christmas and saw staff organizing food baskets for impoverished migrant families. Parents in another regional operating agency conduct fundraisers throughout the year and use the proceeds for scholarships and other special endeavors; last year they raised nearly $9,000. The coordinator in a local site solicits donations from the town's businesses to host an annual banquet

where high school migrant students are recognized for scholastic achievement and school attendance.

COMPARISONS BETWEEN MIGRANT-FUNDED SERVICES AND OTHER PROGRAM SERVICES

Every school district we visited participates in the basic Chapter 1 grants program, which funds services for low achieving students who attend schools populated with a high percentage of children from low-income families. During the regular school year, instructional services offered through the migrant program and the Chapter 1 basic grants program look very much alike. The similarities between the two programs arise because local staff consider both as providing primarily remedial or compensatory instruction.

Some sites have the same administrative staff for both Chapter 1 basic and Chapter 1 migrant programs. Often the two programs have identical designs: schools using pullouts for Chapter 1 students usually use pullouts for the migrant education participants. The Florida site we visited that uses a replacement model combines its Chapter 1 and migrant education program in several schools, so a "Chapter 1 classroom" is likely to contain both migrant and other disadvantaged students. One Texas site jointly funds a majority of its staff from both the Chapter 1 basic and the migrant programs. The director chose this arrangement because (1) it is more efficient, affording more staff to serve more students, and (2) staff can extend services to both migrant and Chapter 1 students without separating them into distinct groups.

Sites that use in-class aides or instructors do not have to schedule children into either Chapter 1 or migrant classes because the special program staff are assigned to work with specific children while they are in their regular classrooms. Sites that use replacement or pullout models,

however, must decide which children receive what services. These sites use different configurations to assign children to either Chapter 1 basic or migrant instruction. We found the following:

- The lowest scoring students receive Chapter 1 instruction, regardless of their migrant status. Once the Chapter 1 slots are filled, remaining migrant students receive services funded from the Sec. 141 program.
- Low scoring children who are not migrant are assigned to Chapter 1; low scoring migrant children are assigned to Sec. 141-funded programs.
- Chapter 1 provides remedial language arts and/or mathematics instruction, whereas the migrant program provides bilingual or English as a second language (ESL) instruction.
- Migrant children are assigned to Chapter 1 classes when their schedules allow; otherwise, they are assigned to migrant classes.

Occasionally, there is no relationship between the Chapter 1 basic and migrant programs. Some places offer Chapter 1 instructional services in selected grades and migrant-funded services in other grades. Some schools have no Chapter 1 program, but do offer migrant instructional services. Massachusetts' migrant program has virtually no linkages to Chapter 1 or other special programs: it is located outside the SEA, is independent from local school districts, and operates on a separate schedule. Summer term programs show the clearest separation: in each site we visited only the migrant program offered summer school.

Three states we visited (California, Florida, and Texas) have state-funded compensatory education programs. The ways that operating agencies organized the migrant program and the state program are as follows:

- The California regional operating agency requires that a school district exhaust all possible resources before assigning an eligible child to the migrant education program. Thus, an eligible child receives migrant-funded services only when (1) staff decide that other program services, including state compensatory education, are inappropriate to meet the child's needs or (2) the school does not house services funded from other special programs.

- Florida has one compensatory program that funds guidance counselors and other diagnostic staff in primary grades, and a second compensatory program to serve high school students who do not pass a minimum competency test. In the two sites we visited, migrant students appear to receive services from both programs as appropriate to their needs. They receive additional migrant-funded instruction as their needs warrant.

- The Texas state compensatory education program is for high school students who are at risk of failing, or who have failed, a minimum competency test. Migrant students receive these services when they meet selection criteria. They participate in migrant-funded programs as needed (e.g., after-school tutoring) or upon teacher recommendations (e.g., instead of a study hall, they go to a separate classroom for individual assistance from a teacher and an aide).

Whether students receive bilingual (or ESL) services supported from migrant, other federal, state, or local programs depends on (1) whether students are limited in their English proficiency (in some places few students need bilingual services) and (2) the content and design of such programs in a given site. The sites we visited use various arrangements. Districts with large bilingual programs may assign students who speak no or very little English to those classes; students with some English language proficiency receive assistance through the migrant education program. Other districts fund bilingual instructional aides from multiple sources, including Sec. 141, and the aides provide language assistance to needy children irrespective of their migrant status. Districts with few limited English proficient students may fund language assistance from other programs and provide additional migrant-funded services, such as individualized tutoring, to eligible children.

Although our data are not statistically representative, we sense that migrant students are underrepresented in special education services for

handicapped or disabled students.[24] No district we visited has policies for serving handicapped students that conflict with the migrant education program, but we found few migrant children in special education classes. Of those who are, many have obvious handicapping conditions, such as severe mental retardation or physical disabilities; few are classified with milder conditions, such as learning disabilities.

One analyst has suggested four reasons why districts do not adequately serve handicapped migrant students: (1) migrant educators lack satisfactory training in federal and state regulations affecting the education of handicapped students, (2) definitions of handicapping conditions vary across states, (3) the regulations intended to protect handicapped students' rights may prove counterproductive for mobile students, and (4) MSRTS cannot accommodate the complex data necessary for receiving districts to deliver appropriate services.[25]

We can expand these reasons and add some other possibilities. First, language barriers may obscure handicapping conditions. Second, substantial numbers of migrant children are served in summer programs, but we know of no summer programs that offer special education services. Third, district or school staff may be predisposed to assign an eligible child to migrant-

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[24]Some studies have directly or indirectly addressed the issue of handicapped migrant students receiving special education services. See Bruce Hunter, "Policy Issues in Special Education for Migrant Students," Exceptional Children, Vol. 48, No. 6, April 1982, pp. 469-472; Kathleen Plato, Dennis Deck, Gordon Ensign, Duncan MacQuarrie, and Patricia Neill-Carlton, A Study of Categorical Program Participation of Chapter 1 Students, Testing and Evaluation Unit, Office of the Superintendent of Public Instruction, State of Washington, September 13, 1986; John N. Pyecha and Lucia A. Ward, "A Study of the Implementation of Public Law 94-142 for Handicapped Migrant Children," Exceptional Children, Vol. 48, No. 6, pp. 490-495; and Richard A. Sauer, "Issues in the Education of Migrants and Other Mobile Handicapped Students," Exceptional Children, Vol. 48, No. 6, April 1982, pp. 503-505.

[25]Sauer, op cit.

funded supplemental instructional services without thoroughly determining the services the child truly needs. Fourth, each district acts autonomously in identifying and serving handicapped students. The district's own methods must be followed, regardless of MSRTS information indicating that a migrant child has received special education services in another district. Finally, diagnostic procedures, notifications, case reviews, and assignment to special education classes can take a long time to complete, sometimes extending beyond one academic year. Students who continually move may not be present for all of the district's preliminary activities, or they might have moved on by the time students are assigned to special education classes.

THE MIGRANT STUDENT RECORD TRANSFER SYSTEM

As noted previously, MSRTS is a computerized data base located in Little Rock, Arkansas that (1) calculates FTEs for Sec. 141 grants to states and (2) acts as a centralized recordkeeping system for migrant children. In 1985, the Texas Interstate Migrant Program sponsored a study on the utilization of MSRTS records.[26] Teachers, aides, nurses, counselors, and MSRTS clerks were surveyed. Of 186 teachers responding to the mail survey, 88 percent found the math skills useful and 62 percent found the reading skills useful. Open-ended comments about the usefulness of the educational record were more critical, citing duplication of effort, excessive time demands, and minimal utility (as compared, for example, to family histories). Of 46 nurses responding to the survey, most judged the health information to be useful.

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[26]George D. Powell and JoAnn Canales, Texas Survey of the Utilization of the MSRTS System: Evaluation Report, Powell Associates, Inc., Austin, TX, 1986.

We did not set out to study the MSRTS, but we encountered it constantly as a service provided to every migrant student in the sites visited. We discuss below the information we collected on MSRTS procedures and data uses, with a caution that we did not obtain these data systematically.

Once recruiters identify children as eligible for the migrant program, they collect personal information on each child including the child's name, date and place of birth, gender, race or national origin, parents' name, and date and location of the last move. This information is usually recorded on the certificate of eligibility. Higher-level staff check and review the certificates, then turn them over to data entry clerks located at a district's central office or state regional offices. The clerks may check the form for completeness, then enter the data into the system.

The MSRTS form asks for information about migrant children's education. Sometimes teachers must fill out forms and send them to the migrant education program office; at other times migrant project personnel collect the information from school and teacher records. Data entry clerks are responsible for data input and transmittal.

MSRTS educational data elements include grade level placement, enrollment and withdrawal dates, and number of days present. They also cover the math, reading, and oral language topics a student is studying and whether the student has mastered particular skills. For high school students, records are maintained on the courses they have taken, their grades, and other credits required for graduation. Other educational information to be reported includes:

- Supplemental program services the child is receiving (including those from the migrant program), start and end dates, and the number of hours of service
- Supplemental program services the child has previously received

- Language ability and assessment test scores
- Achievement test names, scores, and dates administered
- Any special talents the student has
- The name, address, and telephone number of a contact person who can discuss a handicapped child's special educational needs and/or services

Appended to the forms for instructional information are health records. These often include vaccination dates, results from check-ups or medical screenings, and particular health problems or histories. School nurses or home-school liaisons usually collect the information and pass it on to the data entry clerks.

Any time new information is added to a student's record, MSRTS prints an updated form and sends three copies to the operating agency. The operating agency may keep one copy and distribute the others to a district's central office, the school the migrant student attends, or migrant project personnel.

In collecting information on students from 1985-86 for this study, we tried to use MSRTS records as much as possible. Occasionally they were not available, as in the site we visited in December 1986 where a harried staff member had yet to open envelopes containing MSRTS records received up to six months before. When available, we generally found MSRTS records to be a good source of information about students' personal characteristics, grade placement, attendance, and movement. Other information we sought on individual students (see Appendix E), although requested on the MSRTS form, was often absent. In particular, we were often not able to use MSRTS records to determine students' language abilities, their achievement test scores, whether they received services from special programs (including the migrant education project), or the numbers of hours they were instructed in special

programs. Still other information is not collected for MSRTS purposes (e.g., incidence of support services). When MSRTS records proved insufficient, we had to collect information from district program coordinators, school principals, guidance counselors, and teachers.

In this study, classroom teachers and instructional aides were uniformly critical of the quality and usefulness of MSRTS data. They report that maintaining MSRTS records is a time-consuming activity. Staff cited the system as lacking state-of-the-art technology, containing information never used, dependent on too many different people submitting noncomparable data from too many different places, and providing information too late to be useful. Staff noted that they received MSRTS files more quickly than in years past, but still too late to be of much use. Principals and teachers said that placement decisions cannot be delayed two days to four weeks while waiting for educational records to arrive.

Building-level staff stated that they can often learn more pertinent information in a more timely fashion by interviewing parents or children (especially secondary school students), or by telephoning a child's previous school, than by waiting for MSRTS data. When assessment data are needed for a newly arrived student, they administer achievement tests on the spot rather than wait for MSRTS records, which are usually not informative. Additionally, local officials suggested that MSRTS student records may be less essential than in previous years because migrancy patterns are relatively stable, with students generally moving between or among the same sites.

Teachers complained that they must spend unreasonable amounts of time completing forms that, based on their own experience, few others will ever use. One teacher's comments typify the sentiments expressed by many we

interviewed: "I keep getting all these papers and they don't tell me anything I haven't already figured out weeks ago . . . I never bother with this worthless stuff they keep sending me."

High-level district, operating agency, and state officials also criticize MSRTS for the same reasons, but they seem reluctant to do so publicly because they fear repercussions. One official said, "I'll tell you all that's wrong with the system," and spoke at length, even speculating that, due to the numbers of staff required to collect and enter the data, MSRTS was more of an employment agency than a student information data base. The official concluded, "and I'll vehemently deny that I said any of that if you ever try to quote me." Responding to years of frustration with MSRTS, some agencies we visited are beginning to take matters into their own hands:

- One SEA has instructed its operating agencies that they no longer must complete the MSRTS sections on elementary school students' basic skills mastery and personal interests.
- One operating agency has developed its own data base on migrant children, independent of MSRTS.
- Another operating agency developed a comprehensive data base on its migrant children. School district staff were so impressed with the ease of data collection and the usefulness of the information that they adopted the system format for the entire student population.
- A regional operating agency is asking local businesses to donate microcomputers so staff can develop their own data base.

MSRTS did receive praise in certain respects. State officials believe MSRTS does a good job in following migrant children to form the basis for Sec. 141 state grants. In addition, operating agency staff noted that inoculation records are particularly useful for elementary school students since many districts require vaccinations before children can enroll. Some high school staff said MSRTS is a potential mechanism to track credits accrued toward graduation, but most said they have to rely on other records

or information as well. Finally, a handful of teachers acknowledged that the MSRTS records—when they do arrive and when they are complete—reinforce their judgments about student abilities and placements.

SUMMARY

In every site we visited, the main service provided from the migrant education program is instructional assistance that supplements or complements the basic education program. Local staff design the program. A variety of service delivery methods are used during the regular school year, including pullouts, in-class services, replacement models, after-school tutoring, and Saturday programs. The predictability of migrancy patterns enables local staff to plan program offerings.

Summer school programs are different. Operating agencies take on the same responsibilities as school districts and provide students with instruction, transportation, and meals.

Support services are often provided on an as-needed basis, rather than being offered to all eligible migrant students. Support services include health screenings, medical and dental treatment, guidance and counseling, transportation, and clothing. Several sites organize volunteer efforts for some of these activities.

The Chapter 1 basic grants program often supports services very similar to the instructional services funded from the migrant program. Depending on local conditions, the two programs may serve different grades or focus on different subjects. Comparisons between migrant and bilingual programs do not reveal a similar pattern; instead, sometimes the migrant program is the dominant source of bilingual services, while in other cases the two programs serve very different populations. The size of the limited English proficient population and the size of the bilingual program seem to determine

whether the programs are alike or different. Although our data are not representative, we sense that migrant students are underrepresented in special education classes.

Many persons we interviewed criticized MSRTS. Teachers reported that they are more likely to use district records—or their own opinions—than MSRTS information for determining students' instructional backgrounds and needs. When used, MSRTS records provide information regarding formula allocations, elementary student health, secondary student credit accrual, and reinforcement of teacher judgment.

IV. CHILDREN SERVED IN THE MIGRANT EDUCATION PROGRAM

The law requires that children selected for migrant program services must be those who have the greatest need for special assistance. By and large, states allow local operating agencies to decide which children to serve in the migrant education program. In this chapter, we discuss estimates of the number of children receiving services. We then review factors affecting decisions about which children to serve and describe the types of children who receive services.

NUMBER OF ELIGIBLE CHILDREN RECEIVING SERVICES

It would be interesting to know how many of the eligible children receive instructional and support services from the migrant education program, but available statistics are inconsistent, ranging from 50 percent[27] to nearly 75 percent.[28] MSRTS data cannot provide the percent of eligible children who receive services because (1) most support services are not recorded and (2) information about the instructional services children receive is not always complete.

While neither MSRTS nor the state performance reports address this question directly, and the data do not cover identical time periods, we believe that the existing data and time frames are sufficiently similar to merge the data sets and estimate the percent of eligible children served.[29]

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[27]Cassandra Stockburger, "But What If It Had Not Been in the Open Air?" in Public Policy and the Migrant Child: A Symposium Conference Report and Papers, National Organization for Migrant Children, Inc., New York, 1981.

[28]Cameron, op cit.

[29]The state performance reports contain data on the 1984-85 regular school year, which ran from about September through May, plus data on 1985 summer school programs. Thus, these reports cover the period from about September 1984 through August 1985. The MSRTS data summaries cover January through December 1985.

We have combined data from the state performance reports and MSRTS to present, by state, for the regular school year and summer programs the number of eligible children, the number receiving migrant education program services, and the ratio of participants to eligible children (Table 6). Unfortunately, because the states do not submit unduplicated counts of participants for instructional and for support services, we cannot compute the number of students by type of service received.

The most striking aspect of the calculations is the variability of the participant-to-eligible ratio. Excluding the states that do not offer a migrant program during a given time period, the ratio ranges from less than 1 percent to over 100 percent during the regular school year, and from 40 percent to 195 percent during the summer term. We do not conclude that states differ to this degree in the percentage of eligible children they serve. Instead, based on our research, we question the definitions and data collection procedures:

- States use different definitions of served: (1) those that serve nearly all eligible children may count as a participant a child who is identified and enrolled on MSRTS, but who receives no instructional or support services; whereas (2) some states that, in fact, provide certain support services to all eligible migrant children do not count those as participants (e.g., Oregon has accident insurance for all identified migrant children, yet reports that during the regular school year 58 percent are served).

- States that serve more than 100 percent of their eligible children may be (1) reporting duplicated counts, rather than unduplicated as requested; or (2) underidentifying and/or underreporting the numbers of eligible migrant children.

FACTORS AFFECTING WHICH CHILDREN ARE SELECTED FOR SERVICES

Whether eligible migrant children receive Sec. 141-funded services depends on several, often interrelated, factors:

Table 6

Number of Eligible Children and Participants
by State

State	Regular Year			Summer Term		
	Number of Eligible Children[a]	Number of Participants[b]	Percent of Eligible Served	Number of Eligible Children[c]	Number of Participants[d]	Percent of Eligible Served
Alabama	4,986	2,012	40	573	470	82
Alaska	6,910	3,726	54	16	17	106
Arizona	15,718	11,230	71	1,936	1,936	100
Arkansas	17,041	5,148	30	0	e	—
California	138,098	116,555	84	48,009	48,353	101
Colorado	5,343	2,189	41	1,731	1,855	107
Connecticut	4,608	3,956	86	666	771	116
Delaware	1,492	809	54	506	735	145
Florida	56,555	18,595	33	363	339	93
Georgia	6,881	6,821	99	1,843	3,135	170
Hawaii[f]	0	0	—	0	0	—
Idaho[g]	9,128	2,460	27	2,773	2,650	96
Illinois	3,904	891	23	2,693	2,298	85
Indiana	3,946	3,106	79	1,197	749	63
Iowa	253	148	59	62	101	163
Kansas	5,749	3,540	62	1,141	1,145	100
Kentucky	6,201	4,107	66	661	698	106
Louisiana	12,570	6,963	55	1,175	1,415	120
Maine	6,016	1,956	33	330	197	60
Maryland	1,128	103	9	588	531	90
Massachusetts	7,186	3,311	46	4,075	4,075	100
Michigan	18,591	3,475	19	7,605	5,832	77
Minnesota	4,680	91	2	2,502	2,539	102
Mississippi	5,651	4,166	74	5,651	e	0
Missouri	2,836	1,422	50	624	655	105
Montana	1,025	h	0	644	534	83
Nebraska	1,036	h	0	569	640	113
Nevada	1,209	561	46	4	e	0
New Hampshire	210	66	31	35	35	100
New Jersey	3,318	1,307	39	1,121	1,266	113
New Mexico	3,656	2,587	71	770	798	104
New York	9,705	4,606	48	2,058	1,807	88
North Carolina	8,070	4,621	57	2,547	2,491	98
North Dakota	1,941	7	0	847	1,089	129
Ohio	6,102	1,642	27	1,969	1,896	96
Oklahoma	3,641	1,906	52	3,641	e	0
Oregon	12,200	7,020	58	3,119	3,120	100
Pennsylvania	4,048	1,698	42	624	544	87
Rhode Island	233	h	0	40	78	195
South Carolina	2,405	204	9	1,086	775	71
South Dakota	130	59	45	0	e	—

Table 6
(Continued)

Number of Eligible Children and Participants
by State

State	Regular Year			Summer Term		
	Number of Eligible Children[a]	Number of Participants[b]	Percent of Eligible Served	Number of Eligible Children[c]	Number of Participants[d]	Percent of Eligible Served
Tennessee	641	114	18	296	321	108
Texas	129,874	62,753	48	4,120	[i]	0
Utah	1,222	90	7	752	601	80
Vermont	1,227	475	39	189	198	105
Virginia	1,136	534	47	363	302	83
Washington	21,218	6,980	33	5,112	2,022	40
West Virginia	134	44	33	42	44	105
Wisconsin	2,787	693	25	1,171	1,303	111
Wyoming	754	[h]	0	562	535	95
Dist. of Col.	82	63	77	0	[e]	—
Puerto Rico	8,101	9,519	118	0	[e]	—

[a]The column contains the number of eligible migrant children reported on MSRTS records as present during winter 1985, spring 1985, or fall 1985 (SOURCE: MSRTS reports).

[b]The column contains the unduplicated count of migrant program participants during fall 1984, winter 1985, and spring 1985 (SOURCE: Nguyen, White, and Guttman, op cit.).

[c]The column contains the number of eligible migrant children reported on MSRTS records as present during summer 1985 (SOURCE: MSRTS reports).

[d]The column contains the unduplicated count of migrant program participants during summer 1985 (SOURCE: Nguyen, White, and Guttman, op cit.).

[e]State did not offer a summer term program.

[f]Hawaii does not participate in the Migrant Education Program.

[g]Idaho's reported number of participants reflects the unduplicated count of students who received only instructional services; the number does not include children who received only support services.

[h]State did not offer a regular year program.

[i]Texas did not report participation data for the summer term.

- Does the site have sufficient resources to serve them? How does the site allocate funds and staff among administrative, instructional, and support services?
- Does the eligible child attend a school that provides migrant-funded services?
- Does the migrant education program offer services to meet their needs? Do other programs offer services to meet their needs?
- Do the children exhibit educational deficiencies, such as limited English proficiency or low achievement test scores?
- Do they need support services, such as health care?

Two points raised in previous chapters set the context for reviewing these factors. First, a state generally allocates migrant education program funds to operating agencies according to their numbers of eligible children. Operating agencies are given dollar figures as they prepare applications and the subgrant amounts do not change much from year to year, so local staff design programs knowing the amount of money available to spend. Second, operating agencies exercise wide discretion in choosing program designs, content, and staff. As long as choices are within the components listed on the approved application, the operating agency is free to develop any structures for the migrant education program.

We visited several sites that report they serve all eligible migrant students demonstrating needs. Careful definitions, however, are important to understand this claim because "need" does not always mean the same thing, even within a single site.

For example, one district that reports serving all eligible migrant children uses different definitions of eligibility, depending on the size of a school's migrant enrollment. In grades 1 through 3 the district has (1) a basic skills replacement model for reading and mathematics in three of its six elementary schools that have a large migrant student population and (2)

pullout services for reading and/or mathematics in its other elementary schools that enroll fewer migrant students. In the first three schools, the district serves all migrant students who score below the 50th percentile in both reading and mathematics. In the second three schools, the district serves all migrant students who score below the 50th percentile in either subject.

Local program design decisions and state requirements account for the difference:

- Whenever student populations are of sufficient size, this district uses the basic skills replacement model—which means that teachers provide reading, language arts, and mathematics instruction to qualifying children in smaller classes—because evaluation results and teacher opinions suggest that this method is more effective.
- The SEA requires that served students must score below the 50th percentile (in other words, they must perform below the national average). Thus, only students below average in both reading and math can receive services in the basic skills replacement model.

Another example demonstrating factors that affect student selection comes from one Illinois site that has a full-scale migrant program serving about 125 children during the summer, and a smaller program with fewer services for about 75 children during the spring and fall. The migrant education budget is principally devoted to salaries and instructional services. The site funds few support services for migrant children, although Sec. 141 funds one-third of the cost for reduced-price physical examinations for children enrolling in the fall. A state agency, the county health department, and private sector sources provide support services. For the summer program, the state agency even funds a counselor and offers financial incentives encouraging high school students to attend school.

In this district's academic year, the Chapter 1 basic grants program provides compensatory reading instruction to students in grades 1-5; most of the migrant program services entail English language instruction for

students in grades 1-12. If migrant students are English proficient but need remedial reading assistance, they may be served in Chapter 1. All others who need language instruction may be served in the migrant program. Local staff report having sufficient resources to instruct migrant children, but recent decreases in the Chapter 1 allocation limit the children who receive remedial reading to the most needy. This site is able to serve all eligible migrant children because (1) only selected services—English language instruction—are offered, (2) students who do not perform well in reading are assigned to Chapter 1, and (3) support services are funded from other sources.

A third site offers yet another perspective about reports that all eligible children are served. A regional operating agency's coordinator reports—to us and to its SEA—serving all eligible migrant children. In a technical sense this is true because virtually all eligible migrant children have health screenings (which occasionally involve only height and weight measurements) from school nurses. All migrant children are served through annual certificates of eligibility, MSRTS enrollments, and a letter sent to their parents describing the migrant education program. In terms of instructional and other support services, however, this claim is not true. Some children do not receive instructional assistance because (1) teachers decide and/or their test scores show that they do not need help, (2) their school districts decline to participate in the migrant program, or (3) staff resources are insufficient to provide ongoing services to all low-achieving migrant children. Only children with severe, often emergency, needs receive support services other than the ones listed above.

A fourth operating agency—a school district—has approximately 6,000 eligible migrant children (over 80 percent are currently migratory), of whom

about 1,400 receive instructional services. The children are scattered in 50 schools throughout the district, but only 15 schools provide migrant-funded instructional services. We can offer three conjectures for these low figures:

1. The district does not receive enough migrant education funds from the state. It occasionally requests, and receives, additional Sec. 141 funds to serve more students.

2. The district has other sizeable special programs, including Chapter 1 and state compensatory education. Eligible migrant children may receive services from these programs.

3. The district incurs substantial migrant program administrative costs, which are allocated before funds are designated for student services. The migrant program funds 12 teachers, 55 instructional aides, and 24 administrative and supervisory personnel (one coordinator, four specialists, three secretaries, five recruiters, and eleven MSRTS staff).

For whatever reason, resources to provide or purchase services for migrant children are limited. As a result, the district strongly emphasizes services for only currently migratory students. Formerly migratory students participate in Sec. 141-funded projects only when (1) they attend a school that operates migrant instructional services and (2) all needy currently migratory children in that building are being served. In 1985-86, less than five percent of the migrant program participants were classified as formerly migratory.

STUDENT SELECTION PROCESSES

Virtually all decisions about which students are assigned to migrant-funded instructional services are made at the building level. Principals, teachers, and guidance counselors (especially in high schools) identify student needs and determine appropriate placement.

As mentioned in an earlier chapter, the predictability of the migrancy pattern, even for very mobile families, enables building-level staff to

anticipate which students will receive migrant-funded instruction. We visited one very large school housing grades 2 and 3; the school is located in a sending state and has a student body that is 60 percent currently migratory. The principal's description of the student selection and assignment process, although lengthy, is typical of other sites as well:

> Over the summer we begin to schedule children into classes. We look at their language abilities, achievement test scores, and their grades. The district follows homogeneous placement, so we begin to group kids together who match. About one-fourth of the homerooms are for limited English proficient students, so kids who are limited English proficient go into those classes. Next, we divide students by their math scores, then by their reading and language arts scores. We know if each has special needs. We can get them bilingual, special education, Chapter 1, gifted and talented, or migrant assistance. Everyone gets involved in deciding who gets what--me, the assistant principal, and teachers. We have to decide which service is most appropriate, and which kid gets what. We use mostly in-class aides for migrant, and we follow the selection schemes the central office establishes for all the different programs. In migrant this year, we're taking active [current] migrants from the 0 (sic) to the 23rd percentile, then settled-out migrants from the same ranks. If we have room left, we'll take active migrants between the 23rd and 40th percentile, then the settled-out. If there's still room, we'll take active migrants between the 40th and 50th percentile, then the settled-out.

Each year, this school has to manage two types of new students. The first group are those who have graduated from lower grades and are now assigned to this school. Building staff rely on students' educational records, known as cumulative files, forwarded to them from other district schools the children previously attended. The second group is composed of perhaps 50 children who are new to the area, some of whom are eligible for the migrant education program. The principal explained that migrant children are treated the same as other types of children:

> If they bring records with them, we look them over to see what they have been doing in school. If they don't have records, we can administer any sort of test immediately--achievement, language ability, whatever. The point is to get them into classes or special services as quickly as possible. We know we'll always be getting brand new students. It happens every year.

The selection process in high schools is more of a voluntary effort on the part of migrant students, rather than their selection by school staff, largely because the instructional services offered take a different form. In high schools, migrant-funded services are often delivered to small groups of students during a study hall period, by a guidance counselor working one-on-one with eligible children, or through after-school tutoring. In these situations migrant high school students receive special services when they choose to attend or are encouraged by teachers to get extra assistance.

Only occasionally did our case study sites offer a migrant-funded class that high school students could take for credit. In these few instances migrant students receive services when they take the particular course (e.g., a television studio is part of one school's language arts series for low-achieving students) or when they are scheduled into such a class (e.g., remedial English classes for limited English proficient students).

For summer school, migrant students generally elect to enroll--that is, they are not usually "selected" for services. Teachers and counselors may encourage students to attend summer school (e.g., to take classes required for high school graduation or to catch up in areas where they are deficient), but the choice is left to the student.

Every site we visited with a summer school program has been able to accommodate all students who wish to attend, though sometimes staff must scramble to find sufficient staff and space when unexpected numbers of students register. In a receiving state one local school district, serving only secondary school students during the regular school year, took over all summer school responsibilities from a regional operating agency in 1985. On the first day of summer school many children showed up, some of whom were very young and could not use the desks made for high school students. Local

staff sent out an emergency call to other districts to borrow little chairs, tables, and desks. At the end of the summer the district had served 300 migrant children. Based on the popularity of the program, staff estimated that 550 would sign up for the following summer—but in fact 900 enrolled. Again, quick requests and responses enabled the district to serve all students who wanted to attend summer school.

CHARACTERISTICS OF CHILDREN SELECTED FOR SERVICES

The information contained in this section comes from interviews with migrant project directors, teachers, aides, recruiters, and parents. We also interviewed nonmigrant program personnel, whose opinions and observations contribute to the discussion below. The statistical information we collected on migrant children is not representative because of the sample size and the purposive selection of sites. The data used here are intended to amplify the discussion, not indicate tendencies.

The families of migrant children often have very low incomes. High numbers of migrant children qualify for the free or reduced-price school lunch program. Of the 268 children in our nonrepresentative sample for whom we have data, 255 qualify for free or reduced-price lunches.

The first chapter of this report discussed national estimates of the migrant student population, which show that a majority are Hispanic. In our nonrepresentative sample, 472 migrant children are Hispanic, 21 are white, seven are black, and 25 are other. Of the 273 migrant children for whom we have data, 106 are classified as limited English proficient.

In certain jurisdictions, a number of staff who have recruited or instructed migrant students for many years have noticed recent increases in the number of migrant students whose previous homes were in rural Mexico. There, these students had little or no exposure to formal education, so

their Spanish-based schooling skills are minimal. If factually correct, the staff perception has an implication for the migrant education program: some local projects may need to develop additional or new services for these students who speak little or no English and are virtually illiterate in their home language. Projects facing shortages of teachers, especially bilingual teachers, may be hard-pressed to serve these students adequately.

Many of the migrant children's parents have less than a high school education, with a sizeable portion having left school after the sixth or eighth grade. The family's poverty may place the migrant child in a difficult situation. As one parent explained to us:

> I want my children to finish school. I want them to have all the opportunities that an education can give them. I keep telling them how important it is for them to go to school, to learn, to get their diploma. I see other families, my neighbors, who want the same thing for their children—a better life—but sometimes they can't afford it. Sometimes the children have to go to work, sometimes the children decide they have to earn money. So, what happens to school? It's a real problem.

Many of the students served in the migrant program are educationally disadvantaged, achieving far below their grade level (as discussed in the first chapter). We compared the grade level placement and age for 511 students in our nonrepresentative sample.[30] Our calculations show that 146 children are at the appropriate grade level for their age, 237 are one year below grade level, and 94 are two years or more below grade level. The achievement levels for those below their grade level may be even lower than for the grade in which they are placed. Twenty-seven of the students are

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[30]We do not have grade and/or age information on 32 migrant children in the sample. In most cases, this information was missing from their records. In a few cases the children were eligible for migrant services but had not enrolled in school.

one year above the grade level for their age, and seven are two or more years above grade level.[31]

Teachers pointed to educational disruption as causing some of the children's troubles. One principal said, "I know we could help these kids, really help them, if they could be here most of the year. Now most of them are. But there are still too many who get put in school, then move out, put in another school, then move back. As educators, we face a real challenge to teach these students."

Teachers and aides cited other problems thought to contribute to the migrant student's educational disadvantagement, including poverty, inadequate nutrition, language barriers, and the absence of items in the home conducive to scholastic achievement (e.g., sufficient space and light to complete homework assignments, reference books, ready access to public libraries). Other staff noted that families, despite the best of intentions, are not always able to fully support their children's education: sometimes students must take care of younger siblings; some parents, because of their own educational or language limitations, cannot assist children with schoolwork; and the family may have economic needs that are more pressing than even the parents' desire for their children's educational success.

Instructional staff and recruiters acknowledge that the migrant education program is an intervention, not a wholesale change in the migrant culture or lifestyle. Some feel severely hampered by the lack of parent involvement in their children's education. One principal said, "I can't tell you how hard it is to get these [migrant] parents to come to conferences. Maybe they're working, maybe they're afraid of the school, maybe

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[31]Some error is introduced into these figures because we calculated the numbers without regard to district policy regarding the age at which children may enroll in school. We believe that the error is minimal.

they're at home watching television. Whatever the case, they just don't come, so we don't feel we can count on the parents to help us educate their kids."

In December we met with one junior high school teacher who has instructed migrant children for nearly 20 years. He expressed frustration with the lifestyle some migrant children experience:

> They're in and out of schools all the time. Some of them take the attitude, "Why should I even try?" It takes longer for them to make friends because they're the new kid on the block. Teachers become their friends and get personally involved with them. I really have to question some of this movement. I've got one student who just this morning told me that he's going to Mexico with his family for Christmas. He's going to be gone for six weeks. Then he'll come back here and be even further behind than he already is. I'm loaning him a textbook and giving him assignments, but I know what's going to happen when he returns. He's going to feel pretty discouraged. It's not his fault—he has to go with his family. But he's the one who has to bear the brunt.

These cases of educational interruption, although not isolated, appear to be lessening in two ways: (1) more families are settling-out and establishing permanent residences and (2) project staff believe that children are present for more of the school year than in past years, with a number of the currently migratory students moving only during summer months. Of the currently migratory children in our nonrepresentative sample whose records contained the date of their last qualifying move, 103 moved during the summer months and 184 moved during the regular school year.[32] Some respondents credit the educational system with demonstrating to parents and children the importance of school, and they see the results in children attending school for longer periods of time and completing more grade levels.

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[32]Some children who moved during the regular school year did not miss school because they transferred during vacations.

If factual, the staff's impressions about less frequent movement--which are supported by national information presented in an earlier chapter of this report--have an important implication for the migrant education program: the education of many migrant students may be less disrupted than in years past (though the mere fact of moving probably affects a child's educational progress). Less disruption is likely to result in fewer low-achieving students. One district that has observed less movement over the past years has seen migrant student achievement increase from 49 percent at grade level to 65 percent at grade level.

We found an interesting perception expressed in the sites we visited in Florida and Texas, states that are implementing educational reform programs that incorporate increased graduation requirements. Staff believe that the new standards are an incentive for students and their families to be present for more of the school year (or to make up needed courses in summer school), rather than a disincentive leading to higher dropout rates. Unfortunately, no empirical data are available to assess this view.

In terms of the migratory status of program participants, in our non-representative sample 324 students are classified as currently migratory and 217 are formerly migratory (these figures vary across sites as shown in Table F-1 in Appendix F). Although project staff are aware of the statutory priorities distinguishing currently from formerly migratory students, they select eligible students to receive services mainly according to need--not according to their migrant status. As discussed previously, migrant children are usually selected for instructional services based not on their migrant status, but on their educational deficiencies, as indicated by low achievement test scores, limited language ability, or teacher recommendations. Only one of the sites we visited follows a different practice: the

Florida district that serves currently migratory children almost exclusively because limited resources virtually prohibit services for any formerly migratory children.

The principal of the grades 2 and 3 school quoted above about student selection procedures continued his description as follows:

> While this sounds good on paper, it becomes a numbers game in reality. We need to serve the settled-out kids because some of them have needs that are far greater than some of the mobile ones. So we all say, fine, we'll serve the neediest migrant children. We take the active ones who score below the 23rd percentile. But guess what? We've got room to serve more kids, so we'll take the settled-outs who score below the 23rd percentile. Then we still have more room. You see how it goes? If we have a student who's in need, we're going to find some way to get that child some help. I understand why the rules are there, but we're talking about kids here.

The superintendent in another district put it this way:

> Even when they [formerly migratory children] have been here a few years and can get along—such as reading the sports page—they need continued intensive assistance for some time. Lots of these kids are not only English deficient but language deficient. To get them to where they can deal with English in a curricular context is quite different from reading the sports page.

The same applies for support services. Eligible migrant children receive support services when they need them. One respondent said, "If a kid can't come to school because he doesn't have a pair of shoes, I'm not going to see if he's a 'currently' or a 'formerly' before I go get a purchase order to get him a pair of shoes." Similarly, children in need of medical care receive it without regard to their migrancy status.

We can find no research that determines when the "condition of migrancy" no longer creates disadvantages for children. In other words, we can find no empirical evidence that directly bolsters the statutory provision implying that migratory children are relieved of their "migrancy condition" within five years after their last qualifying move.

Data collected in 1978 begin to suggest answers to two related policy issues: (1) whether the needs of currently migratory children whose education is disrupted are greater than the needs of currently migratory children whose education is not disrupted, and (2) whether currently migratory children have greater needs than formerly migratory children. Table 7 contains the mean scaled pretest scores for a sample of migrant children in grades two, four, and six.[33] The first two columns show remarkable similarities between currently migratory children whose education is continuous (i.e., children who move outside of the regular school year) and those whose education is interrupted (i.e., children who enrolled in more than one school district during the spring term, the fall term, or both terms). In fact, children whose education is interrupted usually score higher than those whose education is continuous. The data also suggest that the achievement scores of currently and formerly students are alike.[34]

In order to confirm or refute the assumptions contained in the statutory provisions, we would need to be able to analyze comparable measures of educational need (such as scores on achievement tests) across sufficiently large samples of students who are currently migratory and students at progressively longer intervals from their last move (e.g., one, three, five, and six years). Such data are not available.

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[33]Cameron, op cit., presents data for a category of migrant children not discussed in this report: those enrolled in school for less than a full year. In general, these children scored lower than the children whose scores are in Table 7. Their scores are not included here because their migrant status is unknown.

[34]We cannot construct statistical tests of significance (e.g., differences of means, analysis of variance) because the sample sizes are unknown. We cannot, with confidence, convert the scaled scores into percentiles because we have insufficient information about test administration. A testing expert who we consulted believes that the scaled scores would translate into equivalent percentiles across the three categories, within each grade and subject area, in virtually every case.

Table 7

Mean Reading and Mathematics Pretest Total Scores, 1978
(Comprehensive Test of Basic Skills)

Grade Placement	Migrant Status		
	Continuous Education Currently Migratory	Interrupted Education Currently Migratory	Formerly Migratory
Two			
Reading	273.6	272.8	284.4
Math	281.0	282.9	284.0
Four			
Reading	350.2	356.1	361.0
Math	354.9	361.7	364.0
Six			
Reading	406.7	414.0	405.8
Math	416.2	422.4	417.5

[a]Table entries represent weighted mean scaled scores. An additional category of migrant children--those enrolled for less than a full school year, but whose migrant status is unknown--are not included here.

SOURCE: Ben Cameron, "Comprehensive Summary: Study of the ESEA Title I Migrant Education Program," pp. 92-95. Research Triangle Institute, Report No. RTI/1235/46-54F, Research Triangle Park, North Carolina, March 1981.

SUMMARY

Existing local conditions affect the ways that eligible children are selected to receive migrant-funded services. The factors include resource adequacy, programs in the schools children attend, allocation of funds to different service areas, types of services offered by the migrant and other special programs, and children's needs. Determining the number of eligible children served requires careful attention to definitions used.

Selection procedures for migrant services are quite routine. Local operating agencies and schools have information as they plan migrant program offerings; rarely do they face uncertainty about dollar amounts, numbers of

children, or types of services children need. Building-level staff often are responsible for assigning migrant children to instructional services.

Although our research cannot indicate national tendencies, many migrant children are from low-income families and are educationally disadvantaged, achieving below their grade level. A substantial portion of the migrant population is limited English proficient.

Two trends local staff perceive may have important implications for the migrant education program. First, less movement and educational disruption among migrant families may increase students' educational opportunities and achievement. Second, some areas are enrolling increased numbers of migrant children from rural Mexico whose educational experiences are very limited and whose educational needs are severe.

V. PROGRAM EXPENDITURES

In this chapter we review migrant education program expenses. The chapter discusses costs incurred by each type of organization involved with the program in our sample: the SEA, other state-level groups and individuals, nonproject regional offices, regional offices that are both nonproject and operating agencies, and operating agencies. We offer descriptions of program expenditures, rather than comparisons across states or agencies, for three reasons. First, organizations keep records in different ways, so our data are not always comparable across states or sites. Second, the same type or level of organization does not perform the same activities in all states, or sometimes even within the same state. Third, the sample states do not all have the same organizations involved with the migrant education program.

Following the discussion of program expenditures by type of organization, we review administrative costs. We then present a limited comparison of per participant costs for the migrant education program and the Chapter 1 basic grants program. Next, we discuss the shortcomings of program expenditure information contained in ED files. The chapter concludes with a summary.

ORGANIZATIONS AND PROGRAM COSTS

State Educational Agency Expenditures

Each of the six SEAs retains a portion of its state's total Sec. 141 grant, though the uses and amount vary widely. The Massachusetts SEA has two expenditure categories: indirect costs and the state director's salary. In 1985-86 these charges came to, respectively, about $488,000 (at an 8.2 percent indirect rate) and $55,000. The Texas SEA reports retaining from

its Sec. 141 grant only $35,000 to pay membership dues to the Interstate Migrant Education Council (IMEC).

California uses about $1.2 million of its Sec. 141 grant for SEA staff salaries; an additional $700,000 from Chapter 1 state administration funds covers remaining migrant education staff salaries. The state also annually awards approximately $2 million in Sec. 141 funds to operating agencies to develop and test demonstration programs. California charges other expenses to the migrant education program grant, such as IMEC membership dues, travel, and indirect costs.

In 1985-86 Florida retained $1 million of its nearly $20 million grant. These funds are used in both the SEA and the state's regional offices, but we cannot disaggregate them into separate accounts. Salaries and fringe benefits total nearly $565,000 for 13 state employees, of whom six are located in the SEA and seven in regional offices. Other major cost items include indirect charges of $177,000, contractual services of $94,000 (covering office space, temporary personnel, and IMEC membership dues), and travel costs of $85,000.

From the migrant education grant Oregon funds 55 percent of the time for the state coordinator and one secretary (remaining costs are paid from Chapter 1 state administration funds). Other SEA expenses consist of travel, equipment and supplies, office operations, IMEC membership dues, and an indirect cost charge. Total program charges come to about $170,000.

Illinois uses about $74,000 of its $2.5 million Sec. 141 grant for SEA staff salaries. This covers three staff in the SEA (two of whom are partially paid from the Chapter 1 state administration grant) and one in the SEA's satellite office. Other SEA staff involved with the migrant education program are paid from the Chapter 1 state administration grant.

Other State-Level Groups and Individuals

In California, the SEA has an interdepartmental service agreement with the state's Child Development Division for "supplemental, comprehensive child care services." Approximately $2.2 million of the Sec. 141 grant is used for these purposes.

Florida awards about $96,000 to the Redlands Christian Migrant Association. State staff told us that activities supported by these funds center on early childhood education, parent training and involvement, and outreach to migrant youths.

Illinois has two nonproject operating agencies performing statewide functions. The Illinois Migrant Council (IMC) receives about $79,000, which pays the salaries and associated costs for a coordinator and consultants. Most of the IMC activities entail MSRTS services and inservice training. The second nonproject operating agency with statewide responsibilities is a school district that receives $62,000 for developing parent materials, training migrant education project staff and parents, and making presentations at regional and national meetings.

As noted throughout this report, an organization completely separate from the SEA—the Massachusetts Migrant Education Program (MMEP)—administers the Sec. 141 program in Massachusetts. MMEP hires all staff who deliver services to migrant children, including resource teachers, instructors, community aides, tutors, nurses, and records aides.

In Massachusetts, the SEA employs only the state director; the MMEP employs all instructional and support staff, plus 12 staff members who administer the migrant education program, including a state coordinator, business and fiscal staff, an MSRTS clerk, and data processing clerks. MMEP staff receive paychecks from and belong to the retirement plan of a local

school district that acts as the fiscal agent for the migrant education program. Of the $5.4 million earmarked for MMEP, staff estimate that 4.5 percent ($275,000) is spent on program administration and 8 percent ($443,000) is spent on MSRTS operations. Remaining funds are spent on instruction (62 percent), education-related support services (14 percent), identification and recruitment (11 percent), and program development (1 percent).

Oregon has three sets of statewide migrant education program services outside the SEA, two of which are funded from Sec. 141. These external systems arose years ago when the state legislature imposed a cap on the number of state employees. The arrangements have continued because staff judge them effective. First, the SEA contracts with an independent monitor to review migrant projects; Chapter 1 state administration funds pay these costs. Second, the SEA arranges for an independent evaluator to assess migrant projects. One of Oregon's regional offices annually awards a contract to an evaluation firm and receives an additional $50,000 in Sec. 141 funds to pay for the contract.

Third, Oregon's Migrant Education Service Center (MESC) received about $637,000 from the state's Sec. 141 grant in 1985-86. Again, the SEA allocates additional funds to one of its regional offices, which issues a contract for MESC operations. The MESC has four professional employees who provide operating agencies with programmatic and instructional assistance, oversee parent involvement activities, work on inter- and intrastate coordination, establish linkages with other agencies, and offer general technical assistance. MESC also has three clerical staff who spend most of their time on MSRTS matters.

Nonproject Regional Offices

Both Florida and Texas have regional office staff who provide assistance to migrant education projects, but their regional offices do not actually operate migrant education project activities. As noted above, we are not able to separate Florida's regional office costs from the SEA costs. Florida's five regional offices, which handle both the Chapter 1 basic grants program and the migrant education program, employ 20 staff, seven of whom are fully funded from Sec. 141. Two additional regional office staff are involved with and paid from Sec. 143 funds.

Texas has 20 regional education service centers designed to assist school districts in a broad range of cooperative efforts. State law requires the regional offices to administer six programs: media services; computer services; special education; accreditation, curriculum, and training; textbook display; and school volunteer programs. Regional offices may choose to work with other programs that include bilingual, adult, gifted and talented, and migrant education.

In 1985-86, the 20 Texas regional offices received a total of $3.3 million from the state's $60 million migrant education grant. The funds supported 52 professional staff, 56 clerks, and 247 consultant days. Regional personnel assist districts in planning, implementing, and evaluating migrant education programs; provide staff development services; transmit MSRTS data; and identify and recruit migrant students who reside in areas not served by project operating agencies.

We visited one Texas regional office that received $213,612 in Sec. 141 funds during 1985-86. Staff in the office estimate that they spent 60 percent of the funds on providing assistance to school districts, 20 percent on MSRTS, and 20 percent on administration.

Regional Offices That Function as Both Nonproject and Operating Agencies

The sites we visited in California and Oregon have regional offices that change their roles between the regular school year and the summer. During the regular school year the regional offices reimburse constituent districts for locally hired migrant education program staff, some of whom serve more than a single district; during the summer the regional offices become the operating agencies for the migrant program.

A county-wide school system acts as the fiscal agent for the California regional office. The migrant education program is physically separate from the system's central office, and the regional director reports to both the county superintendent and the state migrant coordinator. Regional office staff provided us with fiscal information for 1985-86 that shows 70 percent of its grant was spent for instructors' and paraprofessionals' salaries. The region spent 10.5 percent on administrative costs, with the region's fiscal agent incurring a substantial portion in the form of indirect costs (Table 8).

For the two Oregon sites we have 1985-86 costs broken out by the regular school year and the summer term. Site 1 is a regional office that administers the migrant education program during the regular school year and becomes a direct service operating agency for the summer term. Site 2 is a high school district that serves its own students during the regular school year but becomes, in essence, a regional office and direct service operating agency for the summer term. Interestingly, the percentage of program costs for different components does not vary much between the administrative role and the direct service role these sites take. The amount of funds for instructional services ranges from 62 to 79 percent; the amount spent on support services ranges from 0 to 10 percent. Identification and

recruitment costs are constant across both sites and both terms, amounting to 2 or 3 percent (Table 9).

Table 8

Migrant Program Costs in a California Regional Office

Instructional staff salaries	$2,497,523
Paraprofessional/aide salaries	2,604,287
Administrator salaries	281,401
Health personnel salaries	318,565
Other salaries (recruiters, parent liaison, fiscal, clerical, MSRTS)	318,039
Instructional materials and supplies	125,757
Other supplies, prescriptions	15,781
Medical and dental services	186,445
Travel and student transportation	391,583
Summer school rental costs	59,954
Personal services, consultants	2,125
Parent participation	3,874
Audit and evaluation	113,747
Office supplies, postage	15,903
Travel, telephone, rent, repair	93,641
Indirect costs	258,433
Total	$7,281,058

Table 9

Migrant Program Costs in Two Oregon Regional Offices[a]

Cost Component	Site 1		Site 2	
	School Year	Summer	School Year	Summer
Instruction	$1,262,566	$182,951	$131,811	$189,107
Support services	134,422	29,153	—	22,918
Identification and recruitment	46,232	5,181	2,700	9,600
Administration	176,650	22,000	4,366	14,221
Other[b]	304,504	55,739	28,220	48,448
Total	$1,924,374	$295,024	$167,097	$284,294

[a]Site 2 is actually a school district, not a regional office. During the summer, however, Site 2 acts as a regional office by providing services for children in several neighboring jurisdictions.

[b]Includes indirect costs, third-party contracts, and student accident insurance.

Operating Agencies

Uniformly, teachers' or teachers' aides salaries account for the largest portion of program expenditures at the local level in the sites we visited. Program expenditures for support services are generally a small percentage of a project's grant. Data from sites with comprehensive cost information show that instructional salaries are between 55 and 70 percent of the Sec. 141 grant, and support services range from 2 to 21 percent (Table 10). Sites with costs falling at the extremes of these ranges have the following characteristics:

- Florida's Site 1, which spends only 2 percent for support services, serves only currently migratory students who attend one of the 15 schools that offer migrant instructional services (although 50 schools in the district enroll migrant students).
- Illinois' Site 1, which spends 70 percent on instructional salaries, is small, serving only 62 students in 1985-86. Most instructional services are individualized for each participant.
- Texas' Site 2, spending 21 percent on support services, employs three counselors, three counselor aides, one nurse, and three nurse aides. The site also provides dental care, student transportation, and clothing for needy migrant students.

Table 10

Instructional and Support Services Costs
for Selected Operating Agencies

Operating Agency	Grant Amount	Percent Spent for Instructional Salaries	Percent Spent for Support Services
Florida			
Site 1	$ 1,754,812	55	2
Site 2	1,835,671	62	6
Illinois			
Site 1	148,022	70	5
Site 2	166,647	60	8
Texas			
Site 1	1,327,869	56	21
Site 2	2,773,864	64	8

Breaking out the costs of identification and recruitment is not possible because "recruiters" are often home-school liaison personnel who perform additional activities such as counseling, filling out MSRTS forms, and taking migrant children for medical services. In fact, with two exceptions, at the sites we visited most of the identification and recruitment activities are more accurately described as "recertification," as noted previously.

MSRTS costs at the local level are generally not trivial, though some sites incur relatively low costs. The following are synopses from selected sites:

- Staff in one of California's regional office collect and code data on about 12,000 eligible migrant children. They then turn the information over to two MSRTS data entry clerks.
- Florida's Site 1--with about 6,000 migrant children, of whom about 1,450 receive migrant-funded services--employs nine MSRTS records clerks and two MSRTS data preparation operators. Some staff in the regional office serving this site are also involved with MSRTS activities.
- Oregon's Site 1, a regional office, employs three MSRTS clerks for approximately 3,600 migrant children. The clerks are located both in the central office and in one large school district.
- Texas' Site 1 (with approximately 3,500 eligible migrant children) employs six MSRTS staff. The regional office serving the area has two MSRTS clerks.
- Texas' Site 2, with some 5,600 eligible children, has five MSRTS clerks. The regional office for the area employs 14 MSRTS staff.

ADMINISTRATIVE COSTS

The percentage of migrant education program funds spent on administration ranges widely across the organizations visited for this study. We believe there are several explanations for the noncomparability. First, the total grant amounts vary widely from less than $150,000 for a small local school district in Illinois to over $73 million for California's entire

program, and larger organizations may be able to achieve economies of scale that smaller ones cannot. Second, the administrative activities performed by the same type of organization are not constant across sites. For example, one state may have its SEA undertake all migrant program administrative responsibilities, whereas another one may use a nonproject operating agency for selected administrative functions. Third, different organizational structures are likely to account for different funding arrangements. Migrant education staff located within a Chapter 1 office may have portions of their salaries paid from that program's grant, whereas migrant staff outside the Chapter 1 office may be funded solely from the Sec. 141 grant.

Based on data from selected sites, Table 11 lists the amount of the migrant education grant, the amount retained by each organization for administration, and the percent spent on administration. We defined "administration" to include supervisory personnel, clerical staff, and indirect costs. We excluded instructors, health practitioners, counselors and other staff responsible for program or project operations (e.g., technical assistance, determining student eligibility, and collecting or submitting MSRTS information). Administrative costs range as high as 16 percent in a nonproject operating agency, 10 to 11 percent in regional offices, and nearly 10 percent in the Massachusetts SEA (which handles few program administrative matters). Administrative costs range as low as less than 1 percent in two SEAs and under 5 percent for the Massachusetts migrant education program.

COMPARISONS WITH OTHER PROGRAMS

Although our data are limited, we have some information from a few sites that enables us to compare per participant costs for the migrant program and for the Chapter 1 basic grant program (Table 12). In each case the per participant costs for the migrant education program are higher than for

Table 11

Administrative Expenditures from Migrant Education Funds in Selected Sites

Organization	Grant Amount	Administrative Expenditures	Percent
California SEA	$ 73,268,634	$1,202,162	1.6
California regional office	7,281,058	763,125	10.5
Florida Site 1	1,754,812	129,387	7.4
Florida Site 2	1,835,671	216,514	11.8
Illinois SEA	2,514,143	19,000(est.)	<1.0
Illinois nonproject operating agency	140,827	22,022	15.6
Illinois Site 1	148,022	11,618	7.8
Illinois Site 2	166,647	22,109	13.3
Massachusetts SEA	5,972,242	545,181	9.1
Massachusetts migrant project	5,400,000(est.)	243,000(est.)	4.5
Oregon Site 1	2,219,398	227,552	10.3
Oregon Site 2	452,518	31,966	7.1
Texas SEA	60,041,990	35,000	<1.0
Texas Site 1	1,326,641	154,526	11.6
Texas Site 2	2,773,864	280,190	10.0

the Chapter 1 basic program--sometimes much higher. Clearly, these limited data do not support firm conclusions about the differences, but we can suggest some possibilities:

- The migrant education program costs more to administer than the Chapter 1 program.
- Migrant education program costs are higher than Chapter 1 program costs.
- Migrant children receive more services, both instructional and support, from the migrant education program than do children participating in the Chapter 1 basic grant program.
- Migrant children receive different types of services (e.g., English language instruction) than Chapter 1 children (e.g., remedial reading assistance).
- The migrant education program has costs associated with it that the Chapter 1 program does not. These include identification and recruitment (which is mostly for recertification) and MSRTS.

- Districts experiencing cuts in their Chapter 1 grant—which often result in a dilution of services—have not had similar decreases in their Sec. 141 grant.

Table 12

Per Participant Cost Comparisons for
Migrant and Chapter 1 Basic Grants Programs in Selected Sites

Site	Per Participant Costs for the Migrant Education Program	Per Participant Costs for the Chapter 1 Basic Grants Program
Florida Site 1	$ 1,222	$759
Florida Site 2	1,042	898
Illinois Site 1	2,209	509
Illinois Site 2	1,302	522
Texas Site 1	923	907
Texas Site 2	749	406

PROGRAM EXPENDITURE INFORMATION CONTAINED IN U.S. DEPARTMENT OF EDUCATION FILES

The Sec. 141 application form ED uses asks for information on SEA spending and operating agency spending. Some operating agencies, however, do not provide direct services to migrant children; instead, they provide support to the SEA. Thus, a state may appropriately separate its accounts into SEA and operating agency details, but the results are misleading if only the SEA funds are examined for administrative costs.

On the whole, we found that state applications underreport the amount of program expenditures used for the state's administration of the migrant education program because of the distinction between SEAs and operating agencies. Moreover, some program costs never show up in the proposed budgets states submit to ED. After completing our field research, we compared the information collected on-site with the information in ED files. We found the following:

- Some statewide program costs, such as for evaluations and non-project operating agencies, are not listed in summary budgets, especially when they are channelled through organizations other than the SEA.

- Some states that participate in the Interstate Migrant Education Council (IMEC) do not identify their membership dues as a line item in the budgets they submit to ED. Interestingly, we learned that some states are relying on IMEC to lobby the Congress during Sec. 141's reauthorization proceedings.

- Regional office costs are sometimes listed as SEA charges and sometimes as local educational agency charges.

- Indirect cost rates are not always presented for the SEA; they are never presented for other agencies or organizations.

We checked whether ED has cost information other than from the state applications. States do submit budgets when they indicate the ways they plan to use carryover funds, but in a form very similar to their applications. The limitations listed above that apply to the figures presented in Sec. 141 applications also apply to these figures.

SUMMARY

The amount of funds from the migrant education program that different organizations use depends, in large part, on the functions the different agencies perform. Because these functions are not identical (or sometimes even similar) across states and agencies, cost comparisons must be carefully considered.

Each of the six SEAs retains some portion of its Sec. 141 grant, though the amounts and uses vary widely. Five of the six states (all but Texas) allocate migrant program funds to other state-level groups and individuals. These include other state agencies, nonproject operating agencies, independent consultants, and the organization that runs the entire Massachusetts migrant education program.

Florida and Texas direct some migrant education program funds to regional offices that mainly provide technical assistance to operating agencies. In California and Oregon, regional offices expend program funds in providing technical assistance to districts and directly serving migrant students.

In operating agencies, most funds are spent for instructional services. Support service costs are generally a small portion of the migrant education program grant. Identification and recruitment costs cannot be calculated from existing records because recruiters often perform other functions as well. A number of staff are involved with MSRTS, most of whom are data entry clerks. Some very limited data show that per participant costs in the migrant program are higher than in the basic Chapter 1 grants program.

VI. CONCLUSIONS

After 20 years of operation the migrant education program shows a maturity and stability similar to other federal programs initiated under the Elementary and Secondary Education Act. Structures for service provision and administration have been established and remain relatively constant, many staff have been with the program for a long time, and project personnel have become familiar with the program's purposes and operations.

Changes in the migrant population have produced some changes in the migrant education program. Respondents in this study report that they find fewer families are migrating to obtain employment, so the number of migrant children who could be served by Sec. 141 is declining. Families that do move tend to stay in one place for longer periods of time, so their children's education may be interrupted less often. In certain locations staff are seeing more children from rural Mexico who have little or no education; if this population grows, the types of services operating agencies provide may need to shift.

The provision of services for elementary school children seems standardized and stable. Operating agencies and school districts implement services for elementary school students in response to the children's needs and in light of existing local conditions, such as staff and space availability. In the sites we visited many children are limited English proficient, and programs have been devised to address their needs. The migrant education program is sometimes the only source for these language services. When students exhibit additional needs and as resources allow, teachers and aides assist migrant elementary school children in other subject areas, such as reading and mathematics.

Migrant education program services for secondary school students, especially high school students, are not as routinized. In part, this is caused by the structure of secondary schools with departmentalized offerings, students changing classrooms, and course requirements for students to fulfill. In part, the lack of routinization is caused by characteristics of the population the program is intended to serve. Older students are less subject to teacher and administrator direction, they have the legal right to drop out of school, and they face personal choices—such as work, family responsibilities, marriage, or having children—that younger students do not.

At the same time, the migrant program itself may impede the development of routinized services for secondary school students. Educators and program designers may choose to focus on younger students because (1) they subscribe to the merits of early intervention, (2) younger children's educational deficiencies may be more easily rectified, and (3) supplementary services are simpler to design. In this way, the migrant program does not differ markedly from the Chapter 1 basic grants program that also stresses elementary school services and encounters the same reluctance to extend services into secondary schools.

Mobile migrant secondary students may differ from other disadvantaged secondary students in specific ways that programs have not sufficiently addressed. For example, students whose education is interrupted must have some means of accruing credit for high school graduation. Students whose home state or district requires them to pass a competency examination must take classes that prepare them for the test; students who are at risk of failing or have failed the test must take specified remedial courses.

Adolescent newcomers who do not speak English may be so discouraged by their educational prospects that they do not even attempt any schooling.

To date, the migrant education programs we visited have not fully responded to the demands placed on their secondary students. Some have developed innovative programs that hold promise, but others continue to stress elementary school services, or to offer programs that do not adequately address the migrant high school student's special circumstances.

In investigating another topic, that of identification and recruitment, we found that the term is a misnomer because most of the activity actually involves recertification. Many migrant children now show up at schools on their own or with their parents. We found active recruitment only in sites with rapidly declining migrant student populations and corresponding decreases in program funds.

Most recruiters we spoke with do not go out to find children who may be eligible for the program. Instead, they spend their time annually recertifying previously identified children as eligible for the migrant education program. Program requirements concerning signed certificates of eligibility, the recruiters' experience with students voluntarily enrolling in school, and recruiters' other job responsibilities combine to create disincentives for active outreach. Recruiters know that they must annually obtain signed certificates of eligibility for each child, which may take time to complete thoroughly and accurately. They also know that many children will come to school, where they will be identified. Recruiters also often have other work to perform, such as collecting MSRTS information and helping children get needed support services.

The Migrant Student Record Transfer System is a unique component of the migrant education program. Respondents described MSRTS as good in counting

the number of students who form the basis for state grants, but some did note that a sudden influx of migrant families had not immediately produced increased funds for the state. Numerous other respondents sharply criticized MSRTS. The system now calls for the submission of more data than ever, but respondents told us that the quality and usefulness of the information that results fall far short of the amount of time, effort, and cost spent to collect, code, and enter the data. As more service deliverers (especially teachers) become familiar with MSRTS, they experience its burdens and limitations. Yet, because MSRTS has become a powerful force in the migrant education program, modification of MSRTS appears unlikely.

Finally, the formal assignment of the migrant education program to SEAs creates anomalies in administration. The bulk of program operations and service delivery takes place at the local level. District and school staff determine which services to offer, identify and recruit children, assess children's needs, select students for migrant-funded services, and handle inter- and intrastate coordination. The state role remains prominent, however. Many state staff and organizations—SEAs, statewide nonproject operating agencies, and SEA regional offices have been part of the program for years. They serve as a constituency group, representing the interests and needs of migrant children. Taken together, the state organizations have become powerful proponents and supporters of the migrant education program. They have also built sizeable structures and staffs. These can incur significant administrative expenses because the statute allows Sec. 141 to pay costs unique to the migrant program and does not impose a limit on state structures or spending.

APPENDIX A

STUDY QUESTIONS POSED BY THE U.S. DEPARTMENT OF EDUCATION

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Program Administration

How is the program administered at the SEA level? At the LEA level?

How does the SEA carry out its responsibilities for overseeing this state-operated program? How directive are the SEAs?

What is the degree of coordination between the SEAs and the LEAs in terms of program activities?

How are the LEAs selected to participate in the program and on what bases are they funded?

Program Services

What services are provided by the migrant education program? How do these services differ from those provided by the LEA portion of the Chapter 1 program and other federal or state programs?

What is the intensity of the service provided (e.g., how many hours of instructional service are provided? how much support service?)

Students Served

What are the characteristics of the children served? How educationally and economically needy are the children? How often do they move?

What proportion of eligible students are served? Are the neediest students those who are receiving services? What proportion of eligible students have no needs? How do LEAs determine which students are to be selected?

How many children who receive services are currently migratory? How many are formerly migratory? How do these children differ in educational need from the students who are served by the LEA portion of the Chapter 1 program or in a state compensatory education program?

Do some students served by the migrant education program also receive services under other programs, such as the LEA portion of the Chapter 1 program, state compensatory education or Title VII (bilingual education)? How many migrant students are served by these other programs?

Are some eligible migrant students served by these other federal or state programs and not by the migrant education program? How many?

How many eligible migrant students are excluded from basic educational services funded by state and local funds?

Program Expenditures

What are the program expenditures for instructional and support services versus expenditures for administration? In particular, what are the program expenditures for recruitment?

APPENDIX B

STATE-LEVEL SITE REPORTING DOCUMENT

STATE-LEVEL SITE REPORTING DOCUMENT

General State Background

After finishing the rest of the site reporting document, use this space to "tell the story"--that is, provide background and other pertinent information needed to set the scene and place the migrant education program in context. For example, you might discuss the types of students, attitudes of program staff, and important program operations.

Other Special Programs in the State

Briefly list the other special programs (e.g., state compensatory education, bilingual/LEP, preschool, state migrant program) in the state and any state policies regarding these programs that may ultimately affect the migrant program (e.g., if a state compensatory education program is focused on K-2).

General Background Information on Migrant Education Program Office

1. Migrant education program organizational structure

   Sketch an organization chart showing reporting lines within the SEA; note any recent changes; show relationship to Chapter 1 office and other special programs; discuss coordination between the migrant education office and other pertinent special programs offices; if important migrant program responsibilities are performed by people outside the SEA or its regional offices, sketch diagram showing relationships:

   If the migrant education program operates from regional offices, sketch relationships and indicate responsibilities; note if any migrant education program administration operates through a subcontractor or grantee:

2. Staff involved

List the migrant program staff members, their funding source, their location, and their responsibilities; note the percent time spent on migrant and the percent time spent on other areas; briefly describe the tenure and experience of key staff. As relevant, (1) note who works on a Sec. 143 grant and (2) who is the liaison with another grantee if this SEA is in a "cooperating" state relationship. How much time is involved with grant activities? What does it mean to be a cooperating state, and does this vary from one grant to another?

Staff	Location	Funding	Duties	Time

Tenure and experience of key staff:

Sec. 143 information:

If staff are involved with the migrant program, but are not paid from migrant education program funds, explain how this works and why it came to be:

Discuss the types and frequency of involvement that state-funded or state-located staff have with project sites; distinguish LEAs from other organizations:

Program Planning and Application Development

List who is involved:

Describe the procedures used for statewide identification and recruitment--the staff involved and any particularly pertinent personal characteristics (e.g., whether bilingual) and experiences, time of year (whether preceding, during, or after migrant population arrives):

Describe the role of the state parent advisory council; discuss what they do and when they do it (note--we may want to obtain information from members of the parent advisory council by telephone):

List the sources of information used for proposing program activities (e.g., MSRTS, inter/intrastate coordination--whether unmet or future needs are mentioned, needs assessments, evaluations, information from identification and recruitment activities):

Discuss MSRTS operations--whether state, regional, or local; whether operated by SEA or subcontractor; who is involved:

How are funding amounts for projects determined (e.g., on basis of need, size of population, other)? Does the SEA tell a given project how much money is available during the proposal process? Are there any trends in determining project amounts? Any important changes, either recent or planned?

Is program planning and application development a routinized process or are there regular changes? Discuss.

Discuss the methods used to select and provide descriptions of:

1. Program priorities and activities (Does the SEA follow federally stipulated priorities? Does the state have special policies, such as the bulk of services should go to elementary school students? Does the SEA have input on establishing federal inter/intrastate priorities? Note (1) if there are priorities that have <u>not</u> been addressed through Sec. 143 projects or (2) any suggestions for improving procedures to establish coordination priorities.)

   General program priorities and activities:

   Sec. 143 information:

2. Types of services offered, including instruction, support, and other (note the extent to which the SEA determines what services are offered, versus the extent to which local sites have authority to determine)

3. Students served--in particular, note what the SEA does to ensure that students are served in the order of priority specified by law (i.e., currently migratory school-aged, formerly migratory school-aged, currently migratory preschool, formerly migratory preschool); also note how, if at all, SEA decides whether to allow preschool programs

4. Project sites (note whether LEA or other; note those that do not involve direct services); for Sec. 143 states, where are grant activities carried out (SEA, IHE, LEA, elsewhere?)

Overall, describe the degree of SEA directiveness vs. local project discretion regarding program planning and application development:

Program Oversight of Projects

List the staff involved and describe their activities:

Describe monitoring (content, procedures, and frequency):

Describe audits (content, procedures, and frequency):

What reports must projects submit? When? How are they used?

What information is disseminated? When? To whom? Does the state share any Sec. 143 products with states other than official cooperating states, project sites, parents, anyone else? Discuss. For Sec. 143 products, are there dissemination costs? How are they handled once grant period is over? Improvements needed in dissemination?

Based on 143 products or models known, how useful or successful are they? Do any stand out? Are coordination needs being met?

Does the SEA sponsor statewide and/or regional meetings? If so, discuss content, frequency, and attendees:

In sum, assess the degree of and procedures used for SEA directiveness and involvement:

Program Coordination

Describe SEA activities designed to coordinate projects and services within state:

Describe SEA activities designed to coordinate projects and services across states:

Describe SEA activities designed to coordinate services between education and other agencies (e.g., health, labor, welfare):

List the staff involved in coordination:

Fiscal Information for 1985-86

From the SEA's total grant, determine the amounts spent for:

1. Instruction _____
2. Support services _____
3. Identification and recruitment _____
4. Administration _____
5. Other (specify) _____

Provide dollar amounts and descriptive information on the SEA uses of migrant education program funds; assess whether program funds are used for administrative purposes unique to migrant; note any important trends:

Provide dollar amounts and descriptive information on the non-project uses (e.g., curriculum development, staff development, service centers) of migrant education program funds:

Fill out the following table for each operating agency in the state. Break the grant size into the four categories above, if possible:

1 = instruction
2 = support services
3 = identification and recruitment
4 = administration
5 = other

List the number of children served (by category, if possible):

I = currently agricultural interstate
II = currently agricultural intrastate
III = formerly agricultural
IV = currently fisher interstate
V = currently fisher intrastate
VI = formerly fisher

Operating Agency	Project Grant Size	Number Served

Program Services

List the types of services that are emphasized throughout the state (e.g., reading, language arts, mathematics, bilingual, medical, dental, transportation, housing, jobs, nutrition, counseling, employment, job training, clothing):

Describe what support services are provided through the state level:

Discuss whether projects offer similar services across sites or whether they vary; whether this is conscious or circumstantial; if variable, to what degree:

Are there state policies for serving migrant children with other programs (e.g., Chapter 1, state compensatory education, special education, bilingual)? If yes, describe:

Discuss state policies, if any, that are important for understanding local project operations (e.g., if a certain program design is encouraged or prohibited, if certain forms of services are encouraged or prohibited)

APPENDIX C

PROJECT-LEVEL SITE REPORTING DOCUMENT

PROJECT-LEVEL SITE REPORTING DOCUMENT

All information reported should be for the 1985-86 school year. Indicate information sources (if you develop abbrevations, please include a translation list) and note differences between SEA and local-level information, between documents and interviews, and among respondents. Note, where appropriate, any significant changes over time.

General Site Background

After finishing the rest of the site reporting document, use this space to "tell the story"--that is, provide background and other pertinent information needed to set the scene and place the migrant education program in context.

General Background Information on Operating Agency

NOTE: Most of this is pertinent to LEAs; it will have to be adapted as necessary for other types of operating agencies

[SOURCES: background materials available from superintendent's office or public relations department; conversations, as necessary, with district officials]

1. Descriptive information for 1985-86 school year

   a. Total student enrollment _____
   b. Number of schools _____
   c. FTE teachers _____
   d. Budget _____
   e. # of days in 1985-86 school year _____

2. Fill in the following information about special programs in the district, using data from the 1985-86 school year:

   Chapter 1

   Number of students eligible _____
   Number of students served _____
   Grant amount _____
   Number of FTE teachers _____
   Number of FTE aides _____
   Number of FTE administrative staff _____
   Number of schools with program _____
   Grade levels served _____

Student selection criteria (include, where appropriate, cutoff scores and type(s) of test administered):

Check which services are offered; note if important variations by school; if so, indicate why and how decided:

Reading _____
Language arts _____
Mathematics _____
Medical _____
Dental _____
Guidance _____
Other support (specify _____) _____

State Compensatory Education

_____ State does not have program
_____ State does have program, but local site does not

Number of students eligible _____
Number of students served _____
Grant amount _____
Number of FTE teachers _____
Number of FTE aides _____
Number of FTE administrative staff _____
Number of schools with program _____
Grade levels served _____

Student selection criteria (include, where appropriate, cutoff scores and type(s) of test administered):

Check which services are offered; note if important variations by school; if so, indicate why and how decided:

Reading _____
Language arts _____
Mathematics _____
Medical _____
Dental _____
Guidance _____
Other support (specify _____) _____

Title VII and Other Special Services and Programs for LEP Students

_____ Local site does not have program

Number of students eligible	_____
Number of students served	_____
Grant amount	_____
Number of FTE teachers	_____
Number of FTE aides	_____
Number of FTE administrative staff	_____
Number of schools with program	_____
Grade levels served	_____

Student selection criteria (include, where appropriate, cutoff scores and type(s) of test administered):

Check which services are offered; note if important variations by school; if so, indicate why and how decided:

Reading	_____
Language arts	_____
Mathematics	_____
Medical	_____
Dental	_____
Guidance	_____
Other support (specify _____)	_____

Special Education

_____ Local site does not have program

Describe the site's policies for serving both (1) Chapter 1 and (2) migrant students (separate current and former) in special education programs (if possible, separate into programs for the physically handicapped and all other). Verify whether these policies are followed at the building level.

Check which services are offered; note if important variations by school; if so, indicate why and how decided:

Reading	_____
Language arts	_____
Mathematics	_____
Medical	_____
Dental	_____
Guidance	_____
Other support (specify _____)	_____

Migrant Project Administration

[SOURCES: project application; conversations with migrant project administrators; conversations with parent advisory council representatives]

1. Migrant education project organizational structure

   Sketch an organization chart showing reporting lines within the operating agency; show relationship to Chapter 1 director and other special programs; discuss any important recent or planned changes:

	Regular Year	Summer
Number of teachers	_____	_____
Number of FTE teachers	_____	_____
Number of aides	_____	_____
Number of FTE aides	_____	_____

   For all noninstructional staff, indicate the number, number of FTEs, and responsibilities; if appropriate, distinguish between regular year and summer school staff; for top-level staff, indicate tenure and experience:

2. Project planning and application development

   What staff are involved (probe for SEA, district level, principals, teachers, parents)? What do they do?

   What sources of information are used to propose project activities, both education and support services (including identification and recruitment and needs assessments)?

   How, if at all, is identification and recruitment a part of project planning and application development? Is it handled locally or by the state? Who does the identifying and recruiting? When do the recruiters begin the bulk of their work, and does this coincide with the arrival of migrants? Are they bilingual (or do they need to be bilingual)? What is their tenure and/or experience? Where are they located (e.g., school, central office, part of MSRTS)?

List the methods used to select and descriptions of:

(1) project priorities and activities

(2) project sites (e.g., how many buildings have the migrant program? do all buildings with migrant students have the program?)

(3) services offered (especially instructional vs. noninstructional)

(4) students served (especially currently migratory vs. formerly migratory, and school-aged vs. others)

How are funding amounts for services and buildings determined (e.g., based on numbers of students, parent input, state direction)?

How easy has it been for the site to obtain SEA approval of proposed projects? Has the SEA caused the project to make changes?

How directive, overall, has the SEA been regarding project content and students served? In other words, does the project act autonomously or dependently in designing the program?

Is the planning and application process fairly routinized? Does the project look the same from year to year, or does it differ?

3. Project oversight

What local staff (e.g., administrators, consultants, principals) are involved in overseeing the project? What do they do? In your opinion, is this a sufficient level of oversight, or is more needed?

Describe both state and local monitoring (content, frequency, and procedures):

Describe both state and local audits (content, frequency, and procedures):

List the reports projects must submit and to whom; describe how, if at all, they are used locally:

Do staff attend statewide or regional meetings? Do they attend workshops or training sessions sponsored through Sec. 143 grants? If so, who goes? What is discussed? Does the SEA provide other forms of technical assistance? If so, describe.

Describe the degree of and procedures used for SEA directiveness and involvement; describe any SEA activities at the project level that have not been covered above:

Describe the types of information, if any, disseminated about the project; describe recipients (e.g., school board, SEA, parents, advocacy or public interest organizations):

Migrant Project Description

[SOURCES: project application; project evaluation; conversations with migrant program administrators; conversations with parent advisory council representatives; conversations with teachers or staff]

1. Statistics for 1985-86 program year

Eligible student counts

Number currently migratory interstate	_____
Number currently migratory intrastate	_____
Number formerly migratory	_____
FTE currently migratory interstate	_____
FTE currently migratory intrastate	_____
FTE formerly migratory	_____

Served student counts

Number currently migratory interstate	_____
Number currently migratory intrastate	_____
Number formerly migratory	_____
FTE currently migratory interstate	_____
FTE currently migratory intrastate	_____
FTE formerly migratory	_____

2. List the overall chronology of events throughout year

3. Services

How is the content of the migrant education program decided?

Where are the programs located (e.g., in certain buildings, in all schools with a sufficient student population)?

At what time of year does the program operate—during certain months of the regular school year, year-round, summer only? If the site experiences major migrant enrollment shifts during the year, how do the staff handle them?

Does the site have a preschool or early childhood education program for migrant children? Why or why not?

Describe the types of instructional services offered (and within-site variances)--the subject areas, frequency, and intensity:

Describe the types of support services offered (and within-site variances)—types, frequency, intensity:

Describe any other services offered:

Describe the instructional model used (pullout—from which classes, after school, in-class, etc.) and note within-site variations:

If aides are used, are they parents of migrant students? How are they chosen, what do they do, and are they bilingual (and is there need for bilingual aides)?

How do staff determine which students receive services?

Do services fit students' needs? Discuss whether services are matched with student needs; whether eligible and served migrant children do not need the migrant education services offered by the project; whether migrant children's needs are (or could be) provided through services from other programs; whether eligible migrant children have needs that are not met at all:

Do currently migratory students have needs that are different from formerly migratory students? Do staff have different expectations regarding the needs of currently and formerly migratory students? Are different services provided to currently and formerly migrant students?

4. Are services effective in addressing student needs?

5. Program changes

Note any interesting changes in past few years (e.g., in program content, location, timing, etc.) and reasons for change:

Have any changes in the migrant education project been considered, but not adopted, in recent years? If so, describe proposals and reasons why not implemented:

Migrant Students and Other Educational Programs

NOTE: This information is designed to elicit perceptions and opinions; see attached questionnaire for student-specific data to be collected.

[SOURCES: conversations with migrant project administrators; conversations with federal/special programs coordinator (also Chapter 1 coordinator, compensatory education coordinator, LEP coordinator, if project site has such) principals, and teachers; conversations with parent advisory council representatives; evaluations of migrant and other special programs]

1. How do migrant children differ from students served by the basic Chapter 1 grants program or a state compensatory education program (e.g., in age, ethnicity, language, needs)?

2. Are migrant children eligible for Chapter 1 or a state compensatory education program? Could (or would) these other programs serve them?

3. Are any eligible migrant children served by other special programs, but not the migrant education program? If so, how many children and programs, and why?

4. Do eligible migrant children receive state- and locally-funded basic educational services? If not, why?

5. Do eligible migrant children receive migrant services, but not state- and locally-funded basic educational services? If not, why?

6. What are migrant student dropout rates? Does the project have any special dropout prevention activities?

7. For summer only programs, what special services, if any, are provided to migrant students during the regular school year?

Sec. 143 Information

1. Does the site have the means or opportunity to let the SEA know about their inter/intrastate coordination needs? If yes, how? Is improvement needed? Any unmet coordination needs from the project site persepctive?

2. Are any 143 products in use here (note curricula used--whether commercial, teacher-prepared, or possibly 143)? Have any staff participated in any 143-sponsored training or technical assistance activities? If yes, how useful or successful are the products, models, activities? Does anything stand out? In their opinion, have specific coordination needs been met through the 143 grant program? Where are there still gaps in inter/intrastate coordination?

Fiscal Information for Past Three Years

[SOURCES: application; budget reports]

Fill out the following fiscal information regarding use of grant funds (include fringe in salaries):

	1983-84	1984-85	1985-86
Instructional staff salaries			
Paraprofessional/aides salaries			
Administrators salaries			
Other salaries (specify)			
_____			
_____			
Instructional materials and supplies			
Support services (specify)			
_____			
_____			
_____			
Administrative costs (specify)			
_____			
_____			
_____			

APPENDIX D

PROJECT PROFILES

PROJECT PROFILES

Below, we present brief overviews of the sites visited in this study.

California

California has the greatest number of eligible migrant children of any state, totalling about 138,000 in 1985. About 60 percent of the children are formerly migratory; a majority of the remaining students move within the state. The state's Sec. 141 grant for 1985-86 amounted to about $73.5 million.

Within the California State Department of Education, the Office of Migrant Education, separate from but in the same division as the Office of Compensatory Education that administers Chapter 1, is responsible for administering the program. (Until recently, the director of the Office of Migrant Education changed frequently; at one time there were six directors in six years.) The Office of Migrant Education has about 27 staff members, funded with approximately $1.2 million from Sec. 141 and $722,000 from Chapter 1 administration funds. From the Sec. 141 grant, the SEA has also earmarked $2.2 million for an interdepartmental service agreement with the Child Development Division for supplementary comprehensive child care services and $2 million for developmental field test programs for migrant children.

California administers the migrant education program in two ways: (1) 11 school districts receive funds directly from the state for their migrant education programs and (2) 10 regional offices, funded by the state, serve multiple school districts.[1] Regional offices provide migrant education

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[1]We were told that the different administrative structures are due to long-standing arrangements that initially arose because of political considerations.

services in different ways: (1) by passing funds through to school districts, who then run their own programs with supervisory support from the region; (2) by hiring staff and directly operating the program; and (3) by using combinations of the two methods.

Region A

Region A, located in the San Joaquin Valley, has over 12,000 eligible migrant children attending school in 50 different districts. (Two of the school districts do not participate in the migrant education program because "they are anti-federal anything.") The regional office, which manages no programs other than migrant education, has nine administrative staff and six supervisory staff known as managers. Four of the managers coordinate services for school districts, and each also has responsibility for a particular program area (MSRTS, staff development, pupil personnel and parents, and the USDA food program). The fifth manager is involved with health services, and the sixth provides teacher training.

The regional office hires the managers, about 30 resource teachers who cover the participating districts, and 10 health personnel (e.g., public health nurses, registered nurses, and licensed vocational nurses). Participating districts hire their own tutors, community aides (who handle identification and recruitment), laboratory teachers, and counselors, and are reimbursed from the regional office's migrant education grant.

Each migrant child has a needs assessment reflecting the judgment of building-level staff regarding educational ability. The migrant education program is viewed as the source of final support: that is, all other special program options must be considered before a migrant child is placed into a migrant-funded program. Although districts may design their own

migrant service delivery models, most seem to rely heavily on inclass tutoring.

The regional office directly runs a summer school program every year. The region hires teachers, plans program offerings, obtains rented space in about 18 buildings, and buses children to and from school. Some 5,400 children are usually served in summer classrooms; a total of 8,000 participate in individual tutoring sessions.

Florida

Florida's migrant education program is administered in conjunction with Chapter 1. The Florida Department of Education's Federal Compensatory Education Office has 12 staff, of whom six are funded from Sec. 141. For 1985-86 the state received $17 million in migrant education funds. Florida has some 68,000 migrant children, of whom more than half are classified as currently migratory.

Florida has five regional offices with a total of seven staff supported from Sec. 141 funds. Regional office staff are responsible primarily for providing technical assistance to school districts; some regional office staff also have MSRTS duties.

Site 1

This school district has nearly 5,000 currently migratory children and about 1,100 formerly migratory children. With 12 teachers and 55 aides, the district provides educational services to about 1,200 currently migratory children and fewer than 75 formerly migratory. (The latter can be served only if the needs of all currently migratory students have been met.) The program is housed only in the schools with the largest migrant enrollments; less than one-third of the district's schools offer migrant educational

services. The district contracts with a nonprofit organization for some of its parent involvement activities.

Because of the high number of currently migratory children, the district experiences some drastic enrollment shifts. One junior high school provided the following migrant enrollment data from last year:

September	8
October	22
November	61
January	100
June	54

Instructional staff are allocated to schools based on the previous year's enrollment. At the beginning of the school year, some teachers are assigned very few students in anticipation of the migrant students arriving later. Classes grow as students come in.

Students selected for services must score below the 50th percentile. Elementary school students are generally pulled from their reading periods for 30 minutes, five days per week. Secondary school students receive inclass assistance. High school students are offered after-school tutoring that provides assistance with daily and homework assignments.

Identification and recruitment appear to be largely clerical, handled by staff who rotate to different schools. Between 100 and 150 migrant students annually receive support services, focusing on school physicals for entering students and family counseling.

Site 2

In 1985-86, this school district had about 1,600 currently and just under 300 formerly eligible migrant children. The district used its migrant funds to support 17 FTE teachers and 45 FTE aides. This was one of two sites we visited that had fully combined its Chapter 1 basic and Chapter 1 migrant programs. District staff report that this arrangement produces

economies of scale that enable them to provide compensatory services to every eligible child who scores below the 50th percentile in reading or mathematics.

The district uses a variety of delivery models to provide services to children, including a kindergarten add-on program; replacement models for elementary, middle, junior, and high school students; inclass tutoring for elementary and middle school students; pullouts for elementary and middle school students; and after-school tutoring. Decisions about which model to use are largely left to building-level staff, who determine the particular set of services students need.

The district has a Sec. 141-funded dropout prevention component worthy of special mention. High school students with good attendance records can apply for jobs arranged by a migrant-funded counselor; all of the jobs are in the public or nonprofit sector (e.g., at the library, in a health clinic). Students are paid minimum wage for 10 hours of weekly employment; they are also transported from school to their jobs, then transported home at the end of the day.

Illinois

Illinois received $2.4 million from Sec. 141 for 1985-86. About half of the eligible students are formerly migratory; the majority of the currently migratory students are in Illinois during the summer months when their families move in from other places to obtain agricultural employment.

The head of the migrant education program is also the assistant director for the state's basic Chapter 1 program. The SEA has three additional staff funded from migrant education (two at 75 percent time, one at 100 percent) whose responsibilities include monitoring operating agencies and providing technical assistance. Additional administrative activities

are housed outside the SEA in two nonproject operating agencies. One staff person at the Illinois Migrant Council has various responsibilities with emphases on MSRTS services and statewide inservice training activities.[2] Under the second arrangement, the migrant education program funds a school district that provides additional statewide training and staff development activities, particularly for primary and preschool projects.

Site 1

This school district operates both regular year and summer school projects. The program is administered by the bilingual education director, who is assisted by one additional staff member during the summer. During the regular school year, between 50 and 100 first through eighth grade students are served by four aides who provide supplemental, individualized instruction in reading, language arts, and mathematics. One of the aides is also responsible for identification and recruitment. Students are generally pulled out of their regular classes to receive project services.

Enrollments triple during the summer months and the district serves as a consolidated migrant center; summer school participants are instructed by two teachers and eight aides. Classes are offered in language arts, reading, and mathematics. Students also participate in field trips and swimming lessons.

Site 2

Three factors have helped to shape the migrant education program in this school district: (1) the present Illinois migrant education director began the migrant program in this site in the mid-1960s, (2) the school district is facing serious enrollment declines because of the jurisdiction's

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[2]We were told that a state hiring freeze has prevented the SEA from hiring the IMC staff member to perform this work in-house.

economic situation, and (3) the migrancy pattern is very stable with families arriving each spring from two Texas sites and leaving each fall to return to those sites.

The migrant program begins in the spring when families start to arrive. Most children in grades K-6 are immediately enrolled in school. Junior high school students may delay enrollment in order to care for infants and preschoolers until the Migrant Headstart Program and the Daycare Center open in early May. Very few high school students enroll in the spring because they usually take their final exams in Texas before they move north. The spring and fall migrant programs provide services on a pullout basis.

The summer school program is quite different, offering a full array of instructional and support services. Last year, nearly 130 students were served in kindergarten through twelfth grade. Children in grades K-8 are bused to school by 8:30 each morning for seven weeks. They are first given a "snack."[3] Morning activities focus on language arts, with a half-hour for physical education (including swimming lessons twice a week). Lunch is served, followed by afternoon classes in math, social studies, or science. Special events (e.g., track meets and distribution of free books) occur at several points during the summer term.

High school students attend summer school classes from about 4:00 p.m. until 9:00 p.m., with hours depending on work schedules in the fields or cannery. English, math, and ESL are emphasized. Students eat a supper provided by the program.

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[3]This is not called "breakfast" because the school superintendent will not allow the program to provide a meal that other children do not get during the school year.

Because of the stability of the migrancy movement, educators in this district and the two Texas sending sites have developed a close working relationship. Most of the teachers in the summer program teach or hold administrative positions in the two Texas communities during the regular school year. When they come to Illinois in June, they generally bring with them the instructional materials that students were using in Texas. Shortly after the families return to Texas in November, the district's migrant director and recruiter (who are married) pack their family in a van and head south to check whether "their" children have enrolled in school, and to brief the Texas educators on student progress during the summer months.

Massachusetts

For 1985-86, Massachusetts received $5.9 million for its 7,000 eligible migrant students. Ninety percent of the migrant children are classified as formerly migratory.

The Massachusetts Migrant Education Program (MMEP) is organized quite differently from other migrant programs visited for this study. One respect in which the MMEP differs is that it is completely separate from the basic Chapter 1 program: The two programs have different directors and are in separate state bureaus. Also, the MMEP is located in offices some 30 miles away from the SEA. Another unusual aspect is that only one of the MMEP staff is a state employee; a local school district acts as the fiscal agent for the program, and all other MMEP staff are paid by this school district.

Programmatically, MMEP also differs from programs in other states. The delivery of migrant services is completely separate from local school districts. Services are overseen by three regional office administrators, who arrange for space and hire part-time staff (often full-time teachers). Services are delivered at project sites, which are schools rented from

public or private systems, for about ten Saturdays from February through April and five days a week for seven weeks during the summer.

Projects provide transportation, breakfast and lunch, and five hours of instruction daily. Classes follow a similar plan during both the regular year and summer programs: two 40-minute periods for oral language development, one 40-minute period for reading, and one 40-minute period for math. Career/life skills, offered for two 40-minute periods, are aimed at exposing migrant students to career alternatives and opportunities. For example, one instructor is a pilot, so his class has explored aviation careers. Where facilities permit, physical education activities such as swimming are provided; students also take field trips, such as going roller skating.

Because the program is voluntary and supplemental, and because the number of eligible students has been declining as the formerly migratory students pass the five-year mark, the MMEP staff must actively encourage students to participate in order to keep the program operational. Identification and recruitment include outreach activities to inform children of their opportunities and to promote Saturday and summer school attendance.

Oregon

For 1985-86, Oregon received $5.5 million in Sec. 141 funds. In the SEA, migrant program funds cover 55 percent of the time for one coordinator and one secretary. (Chapter 1 administration funds pay the rest.) In addition, the state has a nonproject operating agency--the Migrant Education Service Center, which is located near the SEA. Four professionals and three support staff at the center provide technical assistance, staff training, and MSRTS services. A contract for evaluation of the migrant education program is paid from migrant funds, channeled through the nonproject operating agency.

About 58 percent of the state's migrant children are currently migratory. The state has recently seen an increase in the number of migrant children, especially during the spring and summer months when families arrive from California, Texas, Washington, and Mexico to obtain agricultural employment. Children are served through 20 operating agencies during the regular school year and 12 operating agencies during the summer months. Some of the operating agencies are state regional offices, while others are individual school districts.

Site 1

Site 1 is a regional office--an intermediate unit--covering several special programs. The migrant education program provides services, through subcontract arrangements, to 21 districts in two counties. Some of the districts have only 10 to 30 migrant children; the largest has just over 1,000. Using Sec. 141 funds, distributed by the regional office, districts hire and supervise their own migrant education teachers, aides, and recruiters.

The regional office maintains all other migrant education program responsibilities, including recordkeeping, central purchasing of materials and equipment, support services, supervision of program planning and implementation of projects at the local level, project monitoring, and MSRTS operations. In addition, the region directly operates two migrant education components: (1) a preschool program that provides home instruction through training the parents of 50 five-year-old students and (2) a summer school program serving 1,000 students, for which the regional office hires the staff, designs the programs, and arranges for activities.

The regional office has two professional staff members and three support staff. Of the 21 districts, only one—the largest—has any migrant-funded staff performing supervisory or administrative duties.

Site 2

This site is a secondary school district that has approximately 160 eligible migrant children during the regular school year. It also serves as the agent for a multi-district, countywide consolidated summer school for about 1,400 eligible migrant children. The district's director coordinates both the migrant and the Chapter 1 programs.

During the regular school year, aides provide instructional services in basic education or bilingual classrooms. In addition, migrant funds support some teachers who provide basic skills instruction and assist students to complete assignments during after-school sessions. The site also provides an instructional service during the regular year that is funded by a special three-year grant from the SEA. Known as "content ESL" instruction, it integrates ESL instruction into selected science, health, and social studies classes, in which one teacher and part-time aide serve about 10 students who are limited English proficient.

During the summer, the district runs the summer school at three sites. A preschool and infant center provides primarily day care, with some basic skill building exercises. An elementary component incorporates ESL instruction, basic skills instruction, swimming, weekly field trips, and some music and dance. A secondary school component provides basic skills instruction for seventh and eighth grade students; older students take classes they need for high school graduation, ESL, the "content ESL" described above, vocational education, industrial arts, typing, and so forth. Transportation and food are provided for students. Younger students attend during the day

(some in outlying areas are picked up at 4:30 a.m. and do not return home until the early evening hours), while older children who work in the fields attend evening sessions that run until 9:00 p.m.

Texas

Texas has the second largest population of migrant children in the United States. The state receives about $52 million for some 130,000 eligible migrant children. Administrative responsibilities within the SEA are divided between the Division of Compensatory Education (which handles applications, amendments, and monitoring) and the Division of Special Programs (which focuses on programmatic matters). Texas uses joint application and monitoring procedures for Chapter 1 basic, Chapter 1 migrant, and Chapter 2 programs. Within the Division of Special Programs, Chapter 1 state administration funds support six staff who are involved with migrant education: one director; one person for MSRTS and parent involvement; two for MSRTS, especially in supervising regional office operations; one for staff development; and one for application development, review, and approval.

Texas' 20 regional offices have responsibilities in migrant education (and other programs as well). Although specific activities vary across regions, most seem to focus on providing technical assistance to districts, answering districts' questions about program administration, and transmitting MSRTS information. In addition, regional office staff are responsible for conducting identification and recruitment activities in geographic areas where no migrant programs operate. Last year, $3.3 million of the Texas migrant education grant was allocated for regional office migrant programs.

Site 1

This school district is a border town of approximately 22,000 residents. For years, the chief source of revenue in the community has been

the sale of U.S. goods to Mexican citizens across the river in a city of over 200,000. The devaluation of the peso has devastated the economy, resulting in an unemployment rate over 40 percent. In 1985-86 the district had about 3,500 eligible migrant students, of whom 63 percent were currently migratory. The district provided migrant-funded instructional services to over 1,400 students, of whom 68 percent were currently migratory. Last year the district used migrant education funds for 10 teachers, 3 counselors, 1 nurse, 34 instructional aides, 11 community aides, 3 counseling aides, 3 nurse's aides, and 10 administrative staff. The district also pays tuition for migrant students who attend summer school.

In this site, the migrant program is closely integrated with Chapter 1, Chapter 2, and state compensatory education. The district has a hierarchical arrangement for determining where migrant education funds will be spent, which results in the following configuration:

kindergarten	Chapter 1 basic
grades 1 and 2	Chapter 1 basic
grade 3	state compensatory education
grade 4	Chapter 1 basic
grades 5 and 6	migrant for remediation, Chapter 2 for gifted and talented
grades 7 through 12	migrant

The migrant education program uses inclass aides and replacement models for elementary and junior high schools. Eligible high school students receive two types of services: (1) a Saturday project that operates for three hours per week over 20 weeks assists students who are having problems in specific areas on the state competency examination, and (2) an after-school project operates Monday through Thursday and is designed for students who arrive after the start of the school year or plan to leave before the end so that they can make up missed work and earn credit.

Site 2

Site 2 is in the Rio Grande Valley with nearly 6,000 eligible migrant children, of whom more than half are currently migratory. The district has a total of 11,000 students. The migrant program, costing about $2.8 million last year, is substantially larger than the basic Chapter 1 program (at about $1.8 million). The coordinator handles Chapter 1 basic, migrant, and Chapter 2, along with other responsibilities.

In many important ways, Chapter 1 basic and migrant have been merged. Many of the instructional staff, counselors, community aides, and nurses supported by these programs are jointly funded, so they provide services to both migrant and other disadvantaged students. Instructional services are delivered almost exclusively through inclass aides, largely because the schools are severely overcrowded and have no space for pullouts or replacement models. The site has an after-school program for high school students who come into the district after the school year begins or who must leave before the end of the year. This enables them to make up missed work so they can earn credit toward graduation.

The district has some special programs for migrant students. For several years, migrant funds have supported a mobile van stocked with library books and instructional materials. The van goes every afternoon to areas where migrant children reside so they can check out books and participate in other activities. Last year, for the first time, migrant staff solicited donations to host a banquet to recognize their successful high school students. This year, the program is sending students to Washington, D.C. to participate in week-long programs about the federal government.

APPENDIX E

REPORTING DOCUMENT FOR STUDENT DATA

REPORTING DOCUMENT FOR STUDENT DATA

Instructions: Select a sample of migrant children (the sample size and selection procedures will be determined before the site visit). Fill in information below, based on existing records and data.

SITE # _____
FACILITY # _____
STUDENT # _____

1. Date of birth

   ____/____/____
   99 not indicated

2. Grade placement (circle one)

   pre-K K 1 2 3 4 5 6 7 8 9 10 11 12
   13 ungraded
   77 summer school ungraded
   88 not enrolled in school
   99 not indicated

3. Sex

   1 male
   2 female
   9 not indicated

4. Race

   1 white
   2 black
   3 Hispanic
   4 other
   9 not indicated

5. Eligible for free/reduced-price breakfast/lunch

   1 yes
   2 no
   9 not indicated

6. Classified as limited English proficient

1 yes
2 no
9 not indicated

7. Migrant status

1 current agricultural interstate
2 current agricultural intrastate
3 former agricultural (in ___ year of service)
4 current fisher interstate
5 current fisher intrastate
6 former fisher (in ___ year of service)
9 not indicated

8. Date of last qualifying move

____/____/____
99 not indicated

9. Achievement score

NOTE: Use the achievement test most prevalent in the district, then fill in additional academic achievement information under question #17 below; for math and reading indicate the test name, the percentile, grade-level equivalent, or NCE; specify measure:

pretest scores posttest scores

10. Other special services received (if Chapter 1 basic reading/language arts cannot be separated from Chapter 1 basic math, put one circle around both numbers; similarly, if Title VII cannot be separated from other ESL, put one circle around both numbers)

1 Chapter 1 basic reading/language arts
2 Chapter 1 basic math
3 state compensatory education
4 Title VII
5 state or local bilingual/ESL
6 special education (type of handicapping condition _____)
9 not indicated

11. Migrant education services (if number of hours is not available, circle the pound sign next to subject area of services provided to the student)

    # hours per week for reading _____
    # hours per week for math _____
    # hours per week for bilingual/ESL _____
    # hours per week other (specify _____) _____
    ____ no instructional services received
    99 not indicated

12. Types and frequency of support services (if number of hours is not available, circle the pound sign next to the types of services provided to the student)

    # times medical per year _____
    # times dental per year _____
    # times other (specify _____) _____
    ____ no health services received
    99 not indicated

13. School enrollment date for 1985-86 school year

    ___/___/___
    88 never enrolled
    99 not indicated

14. School withdrawal date for 1985-86 school year

    ___/___/___
    88 never withdrew
    99 not indicated

15. Attendance during 1985-86

    # days present _____
    # days absent _____
    99 not indicated

16. Received migrant services in 1985-86 during

    1 regular school year
    2 summer program
    3 both
    99 not indicated

17. Indicate other types of data available on this student:

APPENDIX F

DATA AVAILABLE ON MIGRANT CHILDREN

APPENDIX F

DATA AVAILABLE ON MIGRANT CHILDREN

SAMPLING AND DATA COLLECTION PROCEDURES

At each operating agency visited for this study we drew a random sample of approximately 50 migrant children. We used different source lists from site to site, including certificates of eligibility, MSRTS files, computer printouts, and school rosters. Certain aspects of the sampling procedures should be noted:

- In Massachusetts, the master list of students covered only those who received services; it did not include the children identified as eligible, but not served.
- In California, we sampled about 50 students from each of two school districts served by a single operating agency. For purposes of the analyses contained in this report, we aggregated the data and consider these children as served in one site.
- When an operating agency handled both regular year and summer school programs, we proportionately sampled eligible children across terms. Thus, if the site's migrant population divided into 90 percent during the regular school year and 10 percent during the summer, we drew 90 percent of the sample from the children eligible during the regular school year and 10 percent from those eligible during the summer.

After drawing the sample we attempted to complete a reporting form on each of the sampled students, using only existing information. We used a combination of MSRTS, district, and teacher records as data sources. The primary purpose of collecting and analyzing the data is to inform ED about the accessibility, comprehensiveness, and utility of existing data sources.

We urge that the reader use the student-level data with caution. Because the random sample of students were nested within a nonrandom sample of sites, as well as because limited resources precluded larger sample sizes, the data are not statistically representative of the migrant student population or the services students receive. The small sample sizes mean

that the data cannot be validly aggregated, nor can percentages or correlations be calculated. We believe the data can be used reliably to reflect differences and similarities among local project operations.

Tables F-1 and F-2 contain the information we collected on the student samples at each site. The first table presents demographic and descriptive information: migrant status, gender, race, a poverty indicator (whether the students are eligible for free or reduced-price lunch), number of limited English proficient migrant children, whether the students' last qualifying move was during the summer months or during the school year, whether other special services were received, and attendance information. The second table shows the migrant services students received and the time of year students participated in the program. For both tables, the "missing" category indicates students for whom we could not locate data during the time we were at the site; "missing" does not necessarily mean that the data do not exist.

ISSUES ADDRESSED AND LESSONS LEARNED

We addressed several research issues and learned several lessons about collecting student-level data on migrant students. First, data collection procedures must be established to cover a given time period. The time-boundedness of the migrant movement means that drawing a sample of children eligible at the time of a site visit could severely bias findings (e.g., currently migratory students may have yet to arrive or have already departed, summer programs may not be operating). To incorporate migrant movement, we focused on the 1985-86 school year, including the summer of 1986, which ended before our field work began.

With rare exceptions, no student-specific data are available at the state level. SEAs know how many children operating agencies serve, but

Table F-1

Statistical Project Profiles
Reported in Numbers of Migrant Children[a]

Variable	CA Site	FL Site 1	FL Site 2	IL Site 1	IL Site 2	OR Site 1	OR Site 2	MA Site	TX Site 1	TX Site 2
Migrant status										
current	37	32	47	19	43	34	43	1	35	33
former	64	8	7	31	0	22	15	49	4	17
missing	2	0	0	0	0	0	0	0	0	0
Gender										
male	39	16	27	27	16	24	43	27	23	27
female	52	24	27	23	27	24	15	23	16	23
missing	12	0	0	0	0	8	0	0	0	0
Race										
white	3	0	0	0	1	14	2	1	0	0
black	0	1	4	0	0	0	1	1	0	0
Hispanic	98	39	49	50	42	34	53	18	39	50
other	0	0	1	0	0	0	2	22	0	0
missing	2	0	0	0	0	8	0	8	0	0
Eligible for free or reduced lunch										
yes	25	0	40	0	43	20	46	1	30	50
no	3	0	1	0	0	2	0	5	0	0
missing	75	40	13	50	0	34	12	44	9	0
Classified as limited-English proficient										
yes	29	0	10	1	25	3	6	12	0	20
no	62	0	34	0	12	3	8	18	0	30
missing	12	40	10	49	6	50	44	20	39	0
Date of last qualifying move										
during summer	13	15	31	14	2	27	22	12	13	31
at other time	20	25	23	36	41	18	36	37	26	19
missing	70	0	0	0	0	11	0	1	0	0
Other special services received										
Chapter 1 reading or math	7	19	13	0	0	7	1	1	0	10
state compensatory education	4	0	9	0	0	0	0	0	0	5
bilingual/ESL	7	0	4	0	0	1	10	13	0	9
special education	5	0	3	0	2	7	0	2	1	2
other	60	0	9	0	0	0	0	0	0	0
none received	10	0	9	0	0	16	1	0	1	14
missing	10	21	7	50	41	25	46	34	37	10
Days present										
median of days enrolled	N/A	124	158	30	24	157	17	31	135	150
percent present										
97-100%	0	7	15	0	27	11	12	9	13	25
90-96.9%	0	13	21	0	7	9	8	12	11	14
less than 90%	0	19	16	2	5	18	35	29	9	10
missing	103	1	2	48	4	18	3	0	6	1

[a] Entries in the table refer to the number of migrant children fitting the description. Because samples are not representative, no inferences should be drawn from these numbers (see text for discussion).

Table F-2

Number of Students Receiving Migrant-Funded Services[a]

Variable	CA Site	FL Site 1	FL Site 2	IL Site 1	IL Site 2	OR Site 1	OR Site 2	MA Site	TX Site 1	TX Site 2
Migrant services received										
reading	16	19	6	0	3	7	3	0	1	21
math	11	0	14	3	10	5	28	2	8	4
bilingual/ESL	0	0	10	0	7	2	1	1	0	0
other	12	0	0	0	21	7	20	47	6	0
no services	60	0	17	0	1	19	1	0	23	21
missing	4	21	7	47	1	16	5	0	1	4
Support services received										
medical	0	0	0	1	0	3	0	14	4	0
dental	0	0	1	0	20	0	0	10	0	0
other	87	0	0	1	0	49	58	7	12	0
no services	5	0	5	0	16	4	0	18	19	0
missing	11	40	48	48	7	0	0	1	4	50
Services received during										
regular school year	41	20	29	0	8	1	1	11	21	44
summer	0	0	0	37	16	1	35	12	0	0
both	42	0	0	8	18	1	22	26	16	5
neither	0	0	0	0	0	3	0	0	0	0
missing	20	20	25	5	1	51	0	1	2	1

[a]Entries in the table refer to the number of migrant children receiving migrant-funded services. Because samples are not representative, no inferences should be drawn from these numbers (see text for discussion).

little else. Some SEAs do not even have information about the numbers of currently versus formerly migratory children in different sites. Only Massachusetts—whose migrant program is operated at the state level but outside the SEA—has student-level data in the state's central office.

Most of the student samples were drawn by hand because few sites have computerized listings of eligible children. Local MSRTS files are not always a satisfactory list of eligible children because sometimes student records are not orderly, MSRTS forms are misplaced, or MSRTS printouts are not available at a central location.

Child-level information is not very accessible. Collecting information proved very labor intensive and took a lot of time: in some sites we spent 20 hours hunting down data for the sample of migrant children. The most useful data source—a student's cumulative file—is kept at the school, which means that researchers seeking data on a sample of children must visit numerous schools within a district. Moreover, some records are purged annually (e.g., whether a student received services from other special programs, whether a child is eligible for free or reduced-price lunch).

MSRTS records are a good source for some data, such as the child's date of birth, sex, age, and last qualifying move. MSRTS records are not complete, however, for many other data elements such as migrant instructional services received, services provided from other special programs, and achievement test scores.

We found achievement test scores particularly difficult to retrieve. Of more than 500 children sampled, we have either a pre- or a posttest score for only 157 children. Pre- and posttest scores in the same subject area are available for only 81 children sampled. We can identify several possible reasons for these low numbers:

- Some districts do not administer achievement tests every year.
- Some districts do not administer achievement tests to students in all grades.
- Limited English proficient students do not take achievement tests.
- Not all operating agencies evaluate all aspects of their migrant education program.
- Even if an operating agency evaluates all aspects of its migrant education program, it may not use achievement tests to do so; instead, the operating agency may use other outcome measures (e.g., the number of children served, the number successfully completing a course).
- Achievement test scores may be available from individual teachers or counselors but they are not reported, by student, to a central location (including few reports to MSRTS).
- Mobile migrant children may not be present the day the test is administered.

Determining whether the migrant program provided services—and if so, which services—to a child is also not easy. MSRTS records are a poor source because the information is not always entered; in fact, we sometimes found the migrant coordinator or school-based migrant staff to be better sources of information about the children who received instructional services.

Determining whether other special programs have provided services to a child is equally difficult. Sometimes the question is not relevant, as when an operating agency offers only a summer program and no other summer school programs are funded from any source. In other cases we had to track down the staff who had taught in other special programs and ask for their student lists from the previous year. MSRTS files rarely had complete information about children's participation in other programs.

We found the information operating agencies keep about support services to be insufficient to answer our questions. Most agencies could tell us how much they spent on support services during 1985-86, but none could easily

say which specific children received what services. Some records, such as purchase orders, do list individual children's names and received services, but collecting them to compare against the children in a sample would take an enormous amount of time. Support services individuals deliver are seldom recorded because they are viewed as part of the individual's job. For example, no guidance counselors knew how many times they had met with migrant children; no home-school liaisons could tell us which children they had taken home when the students became ill or which children they had referred to a medical clinic.

In addition, because not all support services are equal, researchers studying migrant-funded support services must develop more than an incidence count to capture adequately the scope and content of such services. The needs of the child, the level of effort, and the cost vary dramatically. For example, considering a school nurse's vision screening as equivalent to a physician's treatment would be very misleading.